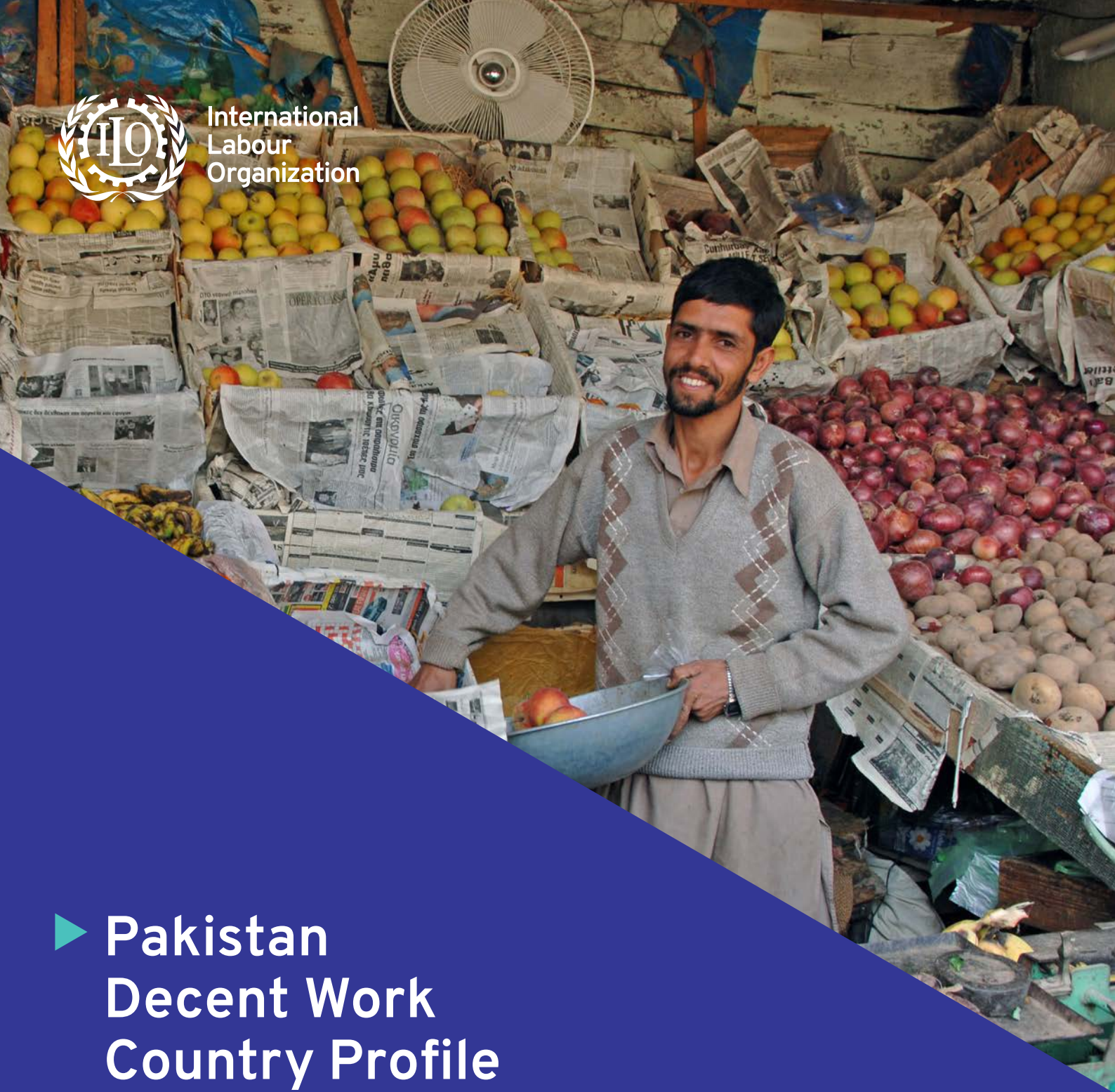




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► Pakistan Decent Work Country Profile 2019

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Pakistan Decent Work Country Profile 2019

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► Foreword

The concept of decent work has emerged today to become one of the most critical labour related issues confronting the world of work. It brings together the goals of rights at work, employment, social protection and social dialogue in a consolidated, gender-sensitive vision, which guides economic and social policy choices across the board.

The Government of Pakistan has a stated policy to support the decent work concept for the sustainable economic and social well-being of the people of Pakistan. The decent work concept is concerned with improving the situation of people; therefore, it is important to measure changes over time in order to ascertain progress and sustainability toward achieving decent work. In Pakistan, the Ministry of Overseas Pakistanis and Human Resource Development is working closely with the International Labour Organization (ILO) and social partners in collecting data and assessing the situation of various decent work indicators, providing information for analysis and policy development.

The current document, commissioned by the ILO, is the second edition of the Decent Work Country Profile for Pakistan. It has been updated using recent statistics available. The profile reflects the changing economic and legal environment in the context of devolution, which is essential to guide changes required to achieve decent work in the country, ensuring the right mix of social and economic reforms at all geographic levels (including provinces and territories). This document adds value to the first edition of the profile by including relevant topics, such as migration and the Sustainable Development Goals (SDGs).

The document has undergone several reviews within the country by national stakeholders, including Statistics Bureaux, Provincial Labour Departments, employers and workers organizations, and ILO specialists. It is also true that data availability is not an end in itself. Rather, data must not only be available, but must be accessible. A recommendation in this regard is the need for capacity building of government officials, employers and workers alike in using the available data to study trends and extrapolate information that can help them advocate and promote decent work through their work.

In the end, I congratulate the ILO and the team of consultants (Dr Lubna Shahnaz, Labour Economist; Shahid Naeem, SDG Expert; Raja Faiz ul Hasan Faiz, Legal Expert; and Umer Khalid, Statistical Consultant) who worked on bringing this document together, and thank the Provincial Governments and Federal Ministries and relevant departments who worked with this Ministry for their cooperation and for ensuring quality and technical soundness during the process.

Federal Secretary

Ministry of Overseas Pakistanis and Human Resource Development
Islamabad

► Acknowledgements

The Decent Work Country Profile 2019 for Pakistan was prepared under the guidance and leadership of the Ministry of Overseas Pakistanis and Human Resource Development. The technical assistance of ILO specialists, the Regional Office and the Decent Work Team is acknowledged. The profile was prepared through a tripartite consultative process; national partners identified a list of legal and statistical indicators on decent work that were compiled and analysed in light of the country's social and economic context to measure Pakistan's progress towards realizing decent work.

I would like to extend my sincere thanks to the team of consultants who contributed to the preparation of the Pakistan Decent Work Country Profile 2019, including Mr Raja Faiz ul Hassan Faiz (Legal Consultant) and Dr Umer Khalid (Statistical Consultant). Special thanks are due to Mr Shahid Naeem for his support in arranging the required administrative data.

I would also like to acknowledge the support and assistance of the Ministry of Overseas Pakistanis and Human Resource Development, under the leadership of Engineer Amir Hasan, Secretary of the Ministry of Overseas Pakistanis and Human Resource Development, and Ms Atifa Raffat, Joint Secretary. The support of a number of other stakeholders must also be acknowledged, including by representatives of the Ministry of Planning, Development & Special Initiatives, provincial and regional Departments of Labour, Mines and Minerals, and Law, provincial social security institutions, the Punjab Social Protection Authority, the Employers' Federation of Pakistan (EFP), and the Pakistan Workers' Federation (PWF).

Thanks are also due to the ILO Country Office in Pakistan, in particular, Ms Ingrid Christensen, ILO Country Director, as well as Mr Saad Gilani, Ms Rabia Razzaque and Ms Shahnaila Azeem, who contributed greatly to the development and finalization of the profile. The final profile was edited substantively by Ms Ruya Leghari, ILO Consultant.

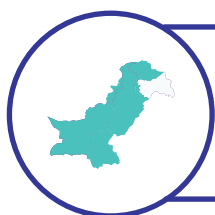
Dr Lubna Shahnaz

Lead Consultant, Pakistan Decent Work Country Profile 2019

► Acronyms and abbreviations

AJK	Azad Jammu and Kashmir
BISP	Benazir Income Support Programme
CEACR	Committee of Experts on the Application of Conventions and Recommendations
EOBI	Employees Old Age Benefits Institution
FTCC	Federal Tripartite Consultative Committee
GB	Gilgit-Baltistan
GDP	Gross Domestic Product
ICT	Islamabad Capital Territory
ILO	International Labour Organization
KP	Khyber Pakhtunkhwa
LFS	Labour Force Survey
MOP&HRD	Ministry of Overseas Pakistanis and Human Resource Development
PBS	Pakistan Bureau of Statistics
PTCC	Provincial Tripartite Consultative Committees
US\$	United States Dollar

► Executive summary



1. Economic and social context for decent work

Pakistan has experienced modest economic growth between 2009 and 2018, with per capita GDP rising at 1.85 per cent, on average. Despite this, the incidence of poverty persistently declined, with the national poverty headcount ratio falling from 36.8 per cent in 2011 to 24.3 per cent in 2016, with an especially pronounced decline in urban areas. Employment remained concentrated in the agricultural and services sectors – although it fell in the former and rose in the latter – with most women workers employed in agriculture. The share of employment in industry rose by 3.6 percentage points, while it rose by 2.4 percentage points in the service sector during the decade. This was offset by a 6 percentage point fall in the share of agriculture in total employment. Labour productivity grew at the same rate as growth in GDP per capita, although productivity declined in the industrial sector. Real wages of paid employed persons grew, on average, at 3 per cent per year.

In terms of education, limited progress was made in reducing the share of children between 5 and 17 years old who are not enrolled in school, which stood at 27 per cent in 2017–18. The gender gap in out-of-school children narrowed slightly; however, considerable variations exist across provinces. For instance, more than 36 per cent of children were out of school in Sindh, compared to 22 per cent in Punjab and 11.7 per cent in Islamabad Capital Territory. While the adult literacy rate for persons over the age of 15 years increased – from 54 per cent in 2009–10 to 59 per cent in 2017–18 – a significant gender gap persisted in literacy. Just 48 per cent of women are literate, compared to over 70 per cent of men. With a net primary enrolment rate of 67 per cent, Pakistan has a long way to go to achieve universal primary education. In terms of health, some progress was made in improving life expectancy at birth, the infant and under-five mortality rates, and the proportion of fully immunized children between 12 and 23 months old.



2. Employment opportunities

Limited progress was made in improving employment opportunities in Pakistan between 2009 and 2018. The employment-to-population ratio remained stagnant in the range of 51–52 per cent, while large gender gaps persisted, with a rate of 20.9 per cent for women compared to 77.2 per cent for men in 2017–18.

At the provincial level, Punjab reported the highest employment-to-population ratio in all the years studied, which was above the national average. Khyber Pakhtunkhwa reported the lowest, ranging between 39.6 and 42.1 per cent. The unemployment rate for the population aged 15 years and above rose marginally in the first half of the decade, from 5.3 per cent in 2009–10 to 6 per cent by 2012–13. Women’s unemployment rate remained almost twice that of men’s throughout the decade.

In terms of the supply of labour, Pakistan’s labour force participation rate remained virtually unchanged at approximately 53.0 per cent between 2009 and 2015, before declining slightly to 51.9 per cent in 2018. Labour market outcomes were best in Punjab, the province with the highest labour force participation rate, while Khyber Pakhtunkhwa reported the lowest labour force participation rate among the provinces. Across Pakistan, women’s labour force participation remained far lower than men’s. In 2017–18, only 22.8 per cent of women aged 15 and above were in the labour force, compared to 81.1 per cent of men. Women’s labour market outcomes were less favourable than men’s and the gender gap remained pronounced. The few gains made in terms of bridging this gap in 2013–14 had been reversed by 2017–18 when women’s labour force participation declined to 22.8 per cent. Women in Balochistan are worst off, as the province has the lowest women’s labour force participation rate in the country, at just 9.7 per cent.

The period was marked by a slight decline in the traditionally high share of informal sector employment in total employment, which fell from a peak of 73.5 per cent of non-agricultural employment in 2010–11, to 71.4 per cent in 2017–18. The share of women and men in informal sector employment remained stable throughout the decade, with no significant gender gaps. Youth’s unemployment rate (for young people aged 15–24) rose consistently and remained far higher than the overall unemployment rate, rising from 8.4 per cent in 2009–10 to 11.1 per cent in 2017–18. Youth unemployment was markedly higher in urban areas than in rural settings. The unemployment rate for young women remained higher than that of young men, with the gender gap widening between 2009 and 2014, before narrowing slightly between 2014 and 2018. The rate of youth not in education, employment or training (NEET) was 31 per cent in 2017–18. Here too the gender gap disadvantaged young women, with a youth NEET rate of 54.9 per cent for women, compared to just 7.6 per cent for young men.



3. Adequate earnings and productive work

Pakistan made some progress on adequate earnings and productive work between 2009 and 2018. The real monthly earnings of paid employees grew at an annual average rate of 3 per cent. Despite these gains, the real earnings of men and urban employees were higher than those of women and rural employees, with the gender and regional gap widening in the latter half of the period.

The low pay rate rose consistently after 2012–13, from 20.8 per cent to 24.6 per cent in 2017–18. This rate was higher for women who are paid employees than their male counterparts. Average hourly earnings increased across all occupation groups. They were highest for legislators and senior officials, followed by professionals, and lowest for workers in ‘elementary’ occupations. The official minimum wage in all provinces, except Balochistan, was higher than the median wage during most of the decade. However, few workers are covered by minimum wage laws, as informal workers (an estimated 71.4 per cent of the non-agricultural workforce) fall beyond the remit of these laws. On-the-job training for employees was almost non-existent; only 1 per cent of employees received such training during the decade.

Alongside gender-based and urban-rural gaps, significant disparities existed across provinces. Workers in Pakistan’s most populous province, Punjab, received the lowest monthly earnings. Average hourly earnings across different occupations were also lowest in Punjab, while the low pay rate was relatively higher in other provinces.



4. Decent working time

Between 2009 and 2018, two-thirds of Pakistan’s employed labour force worked excessive hours – that is, more than 48 hours per week. Limited progress was made in reducing this share. The incidence of excessive working hours was significantly higher for men and urban workers. At the provincial level, it was highest in Sindh and Islamabad Capital Territory, and lowest in Khyber Pakhtunkhwa. An examination of employment status reveals that a greater proportion of employers and self-employed workers worked excessive hours compared to paid employees.

The share of employed persons who worked normal working hours (35 to 48 hours per week) increased slightly during the decade. A greater share of women worked normal hours than men. The share of the employed workforce who worked for less than 35 hours each week – regarded as the ‘under-utilized’ workforce – declined slightly from a high of 14.2 per cent in 2010–11 to 11.9 per cent in 2013–14. A significantly higher share of women worked less than 35 hours a week than men. The incidence of time-related under-employment was extremely low (below 1 per cent of total employment), with a slightly higher share of under-employed women. This indicates that voluntary under-employment was the major cause of labour under-utilization in Pakistan during the decade.

An analysis of trends demonstrates the need to strengthen the existing labour inspection system, especially in Islamabad Capital Territory and Sindh, where the highest share of the labour force works excessive working hours. There is also need to develop a framework to monitor working hours and conditions for workers in Pakistan’s large informal sector.



5. Combining work, family and personal life

In terms of combining work and family life, the analysis reveals that a significant majority of Pakistan's employed workforce (over the age of 15) are married. Their share increased from nearly 68 per cent in 2009–10 to 72 per cent in 2017–18. The majority of employed women in Pakistan are married and, therefore, face a dual burden of managing work and family responsibilities. Changes in traditional family structures over past decades have broken down the extended family system in urban areas, putting women at greater risk of shouldering a high dual burden of paid work and unpaid care work. To some extent, this has been mitigated by a large number of women working at home. This ostensibly more flexible type of work is undertaken by roughly one-third of employed women, predominantly in urban areas.

For men, the challenges of combining work, family and personal responsibilities are exacerbated by an increasing share of employment in the informal sector, characterized by longer working hours and difficult working conditions. The proportion of employed men who are heads of household rose slightly during the decade, reaching 46 per cent of all employed men. By contrast, very few employed women are heads of households. Although some legal provisions deal with issues related to work-life balance, there is a clear need to strengthen Pakistan's legal framework, especially in terms of regulating working hours and conditions in the large informal sector.



6. Work that should be abolished

A complete assessment of work that needs to be abolished is constrained by the lack of data on child labour in Pakistan, specifically on children between 5 and 14 years old. Current Labour Force Survey data only captures the labour market participation of persons of or over the age of 10. Available data on children aged 10 to 14, and aged 10 to 17, reveals an incidence of child labour that ranged between 11 and 17 per cent in 2009–10, before declining throughout the 2009–2018 period. A higher share of boys than girls were involved in child labour, especially boys between 10 and 17 years old. Child labour was most prevalent in Punjab during the decade.

Pakistan has signed international conventions on child labour and forced labour, including the Minimum Age Convention, 1973 (No. 138), the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as the Forced Labour Convention, 1930 (No. 29) and the Abolition of Forced Labour Convention, 1957 (No. 105). Assessing the prevalence of hazardous child labour, the worst forms of child labour, and forced labour is not possible due to a lack of comprehensive, reliable data.

The implementation of laws to end child, forced and bonded labour has been limited, primarily due to poverty and a lack of economic opportunities, limited access to further education for children, and parents' perceptions about the importance (or lack of importance) of education. Better enforcement of compulsory education laws promulgated across Pakistan's provinces in the last five years can play an important role in increasing enrolment, especially among children of primary school age. Expanding the coverage of existing conditional cash transfer programmes could also help to boost enrolment and reduce dropout rates by increasing households' opportunity cost, and dissuading them from sending their children to work.



7. Stability and security of work

Analysing the stability and security of work in Pakistan reveals no progress in reducing precarious employment between 2009 and 2018. In fact, the precarious employment rate was on the rise throughout the decade, increasing from 17 per cent in 2009–10 to 20.5 per cent in 2017–18. Within precarious employment, the share of casual workers also increased, posing challenges for decent work. One positive trend is increased real earnings of casual workers. However, the large and worsening gender gap in the real earnings of casual workers remains a cause for concern.

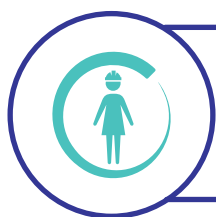
Although Pakistan has not ratified the Termination of Employment Convention, 1982, provisions on terminating employment are included in several legislative frameworks, most notably provincial Industrial Relations Acts. As these laws only apply to formal sector establishments, workers in Pakistan's large informal sector remain beyond the purview of legal protection. As such, they remain highly vulnerable to insecure and unstable forms of employment.



8. Equal opportunity and treatment in employment

Limited progress is apparent in terms of improving equal opportunities and treatment in employment in Pakistan between 2009 and 2018. Women's labour force participation rate was extremely low; as noted above, only 22.8 per cent of women aged 15 years and above were in the labour force in 2017–18, compared to 81.1 per cent of men. While the share of women employed as professionals (white collar jobs) increased, most employed women remain engaged in low productivity agricultural occupations. However, their share in agricultural labour declined consistently, from 67.7 per cent in 2009–10 to 57.7 per cent in 2017–18.

The share of women's wage employment in the non-agricultural sector remained low, varying between 10 and 12 per cent during the decade. There was a relatively higher share of urban women in wage employment than their rural counterparts. The gender wage gap remained considerable and rose during the first half of the period reviewed. In 2009–10, women's average earnings were 34.6 per cent lower than men's, a gap that rose steadily until 2013–14, when it reached almost 41 per cent before falling slightly afterwards. The gender wage gap was higher in rural areas than in urban centres.



9. Safe work environment

A lack of data prevents a complete assessment of occupational safety and health in Pakistan between 2009 and 2018. This dearth of data is largely due to the weak institutional set-up of administrative records across sub-national Departments of Labour. Figures from the nationally representative Labour Force Survey indicate that the non-fatal injury frequency rate rose between 2009 and 2014, peaking at 4.3 per cent of the employed workforce. This rate was much higher for the employed men than women, and for rural workers than their urban counterparts.

Data on work-related fatalities, derived from the available administrative records of provincial Departments of Labour, also reveals a rising trend in occupational fatalities due to a lack of compliance with OSH laws. Gaps in compliance may be attributable to weak enforcement and supervision, alongside inconsistencies in reporting coverage among registered organizations. Since the 18th Constitutional Amendment in 2010, provincial governments have promulgated specific worker compensation laws, and expanded the list of occupational diseases to include 143 diseases. Capturing data on an expanded list of diseases may inform better measures to curb the rising trend of occupational injuries and fatalities.

Pakistan lacks a well-developed, effective labour inspection system, capable of enforcing occupational safety and health standards. While the number of labour inspectors increased – from 535 in 2009 to 636 in 2018 – there is still only one labour inspector for every 17,000 workers in the formal non-agricultural sector. Labour inspectors across all the provinces are underfunded, lack training and capacities to conduct effective monitoring. They work under out-dated and, at times, overlapping legislation. This points to a need for more, better-trained and well-equipped labour inspectors with clear incentives to perform their work effectively. Monitoring and evaluation by provincial Departments of Labour needs to be strengthened substantially if Pakistan is to make sustained gains in this dimension of decent work. Provincial labour departments can make use of labour market information systems to streamline and prioritize labour inspection processes, as well as to ensure more effective on-site and off-site monitoring of registered establishments.



10. Social security

Limited reliable data on the beneficiaries of Pakistan's various social protection programmes prevents a holistic assessment of progress on the social security dimension of decent work. Available evidence reveals that Pakistan has made progress in increasing social protection coverage, although improvements focus on the poorest and most vulnerable groups in society, rather than on workers and their families. Government expenditure on social protection increased substantially between 2009 and 2014. While the rate of increase declined thereafter, spending remained above 2 per cent of GDP. Healthcare expenditure not directly financed out-of-pocket by households rose in the first half of the decade and remained over 42 per cent overall. However, provincial trends vary – this share was 100 per cent in Gilgit-Baltistan and Islamabad Capital Territory, but only 45 per cent in Punjab.

Despite gains, the majority of formal sector workers, the entire informal workforce, self-employed workers, and agriculture workers are not covered by any form of social protection. Public sector employees have relatively better social security coverage than those in the private sector. Reforms of existing social security and social protection mechanisms are urgently needed to improve coverage for formal sector workers. It is equally essential to develop new programmes for the large and growing number of unprotected workers in the informal sector. Pakistan needs a social protection floor that guarantees basic income security, essential health care and other forms of social assistance for all citizens, financed through a range of contributory schemes and non-contributory transfers. This would be facilitated by government partnerships with the private sector, with a view to aligning their corporate social responsibility (CSR) initiatives with these aims. There is also need to persuade businesses to adopt responsible practices that reduce the negative effects of their operations and advance sustainability.



11. Social dialogue, and employers' and workers' representation

It is difficult to gauge Pakistan's progress on social dialogue, or on employers' and workers' representation, due to large data gaps and the lack of reliable and consistent data. Available data suggests that unionized workers represent less than 3 per cent of Pakistan's total workforce, despite strong legal provisions that permit workers to form and join unions, albeit with prohibiting factors. However, a large number of formal workers are not granted the right to unionize, ranging from civil servants to the military, police, security guards, bank employees, workers in managerial and administrative roles, and employees in ordinance factories, security

printing presses, security paper mills, and charitable hospitals. There is need to digitize data on social dialogue by developing management information systems in all relevant departments and interlinking these systems to create a databank on all social dialogue forums and records.



Decent work and the Sustainable Development Goals in Pakistan

The Sustainable Development Goals (SDGs) include several dimensions of decent work as a core strategy to reduce poverty, advance social well-being, boost economic prosperity and safeguard the planet. These aspirations are principally reflected in SDG 8 ('Promote inclusive and sustainable economic growth, employment and decent work for all'), although aspects of decent work are also spread across other goals, including SDGs 1, 2, 4, 5, 9, 10, 14 and 16.



Pakistan's long-term development agenda, provincial development strategies and medium-term plans have been aligned with the SDGs. The SDGs are helpful in understanding the challenges that affect inclusive and sustained economic growth. There is a need to enhance productivity in all sectors, especially agriculture and industry, to increase workers' earnings. Gender disparities, poverty, and low level of education and skills are key challenges that must be addressed to make tangible progress on the SDGs' decent work-related targets in Pakistan. Efforts to achieve SDGs have to be multidimensional – running the gamut from devising policies and enacting laws, to their implementation, especially of urgently needed frameworks related to child labour and women's engagement in productive work. Proactive policies aimed at creating decent, well-paid employment for all workers is essential for enhancing labour productivity and growth. To stimulate and sustain high growth, boosting the current low levels of women's labour force participation and productivity must be prioritized. Increasing investments, improving the business environment, and making progress on fiscal stability will also be crucial for achieving the SDGs.



1

▶ 1 Economic and social context for decent work



Home to 207.8 million people, Pakistan is the sixth most populous country in the world. Located in South Asia and spread over 796,096 square kilometres, the country is administratively divided into four provinces (Punjab, Sindh, Khyber Pakhtunkhwa (KP)¹ and Balochistan), one federal capital (Islamabad Capital Territory) and two autonomous federally administered regions (Azad Jammu and Kashmir, and Gilgit-Baltistan).

Punjab is Pakistan's most populous province, accounting for 53 per cent of the national population, followed by Sindh (23 per cent), KP (17 per cent) and Balochistan (5.9 per cent). Despite its small population share, Balochistan is the largest province by land area, accounting for 43.6 per cent of Pakistan's land mass, followed by Punjab (25.8 per cent), Sindh (17.7 per cent) and KP (9.4 per cent).

The 2009–2018 period was one of significant socio-political changes in Pakistan. Two democratically elected governments completed their tenures – a first in the country's history – and a third democratic regime assumed power in August 2018. The 18th Amendment to Pakistan's Constitution, passed by Parliament in 2010, substantially altered the roles and responsibilities of its federal and provincial governments. It devolved a number of key functions to the sub-national level, largely related to the social sector – encompassing education, health, population issues, social welfare, and labour administration. These changes have direct implications for decent work, as policy-making on labour issues now falls under the remit of provincial authorities.

The decade was marked by low economic growth, with an average rate of increase in Pakistan's gross domestic product (GDP) of 3.7 per cent. Its growth trajectory picked up after 2016, exceeding 5 per cent in both 2017 and 2018, before falling to 3.29 per cent in 2019.

¹In 2018, the Federally Administered Tribal Areas (FATA) were merged into the province of Khyber Pakhtunkhwa through the 25th and 31st Amendments to Pakistan's Constitution. They are now known as the 'Merged Districts' of Khyber Pakhtunkhwa.



**3.7
per cent**

annual average GDP
growth in Pakistan
(2009–2018)

The services sector was the main driver of growth during the 2009–2018 period, while agriculture's contribution was more volatile. Industry experienced stable growth since 2015, after energy-related bottlenecks were mitigated by increasing generation capacity. Inflation was on a downward trajectory during the decade, from a peak of 17 per cent in 2009 after the global fuel and food price hike in 2008, to a low of 2.9 per cent in 2016 when global oil prices hit an all-time low.

Despite relatively low rates of economic growth, poverty rates fell significantly. The national poverty headcount ratio declined from 36.8 per cent in 2011 to 24.3 per cent in 2016. The decline in poverty was markedly greater in urban areas, where the incidence of poverty more than halved between 2011 and 2016. By contrast, rural poverty reduction was less pronounced, with the rural poverty headcount ratio falling from 42 per cent to 30.7 per cent from 2011 to 2016. Lower poverty rates have been driven by a substantial increase in government expenditure on expanding social protection, including the launch of the flagship Benazir Income Support Programme (BISP) in 2009 to provide unconditional cash transfers to over 5 million of Pakistan's poorest households by 2018.



**37.6
per cent**

of total employment
in 2017–2018 was in
the service sector

Between 2009 and 2018, employment in Pakistan was concentrated in the agriculture and services sectors, with the relative share of agricultural employment declining and service sector jobs increasing. In 2017–18, agriculture accounted for 37.4 per cent of total employment, while services employed 37.6 per cent of the employed workforce. Agriculture's share in GDP declined persistently during the decade, falling from 22 per cent in 2010 to 18.9 per cent in 2018, while the service sector's GDP share rose. Industry's share of employment ranged between 21 and 25 per cent, increasing after 2014–15 to 25 per cent, while its GDP share remained constant, at 20–21 per cent, between 2009 and 2018.



**37.4
per cent**

was in agriculture

In terms of the provincial distribution of employment during this period, the share of employment in agriculture was highest in Balochistan, where the sector employed 70 per cent of all women and over half of the workforce until 2012–13, before declining considerably to 39 per cent by 2017–18. The share of employment in industry was lowest in Balochistan and highest in Punjab. Services' share in overall employment was the highest in Khyber Pakhtunkhwa, representing over 38–42 per cent of total provincial employment during 2009–2018.

Labour productivity, defined as GDP per employed persons, increased consistently but slowly – from PKR 177,966 in 2009 to PKR 207,245 in 2018 – at an average annual growth rate of 1.8 per cent.

Sectoral disaggregation reveals that labour productivity was highest in the services sector, where it increased from PKR 282,022 in 2009 to PKR 332,044 in 2018, at an annual average growth rate of 2 per cent. In absolute terms, labour productivity was lowest in the agriculture sector, although it increased during the decade and was roughly equivalent to one-third of labour productivity in the services sector. While labour productivity in industry declined between 2009 and 2015, it increased marginally between 2015 and 2018.

The Constitution holds the state responsible for providing “*free and compulsory education to all children of the age of five to sixteen years*”.² The formal education system in Pakistan consists of primary education (five years), middle education (three years), secondary education (two years) and higher secondary education (two years). Since the 18th Constitutional Amendment, education management and delivery has been a provincial responsibility. Despite the constitutional commitment to free, compulsory education for children aged 5–16, Pakistan remains far from attaining universal primary education. The net primary enrolment rate fell slightly from 68 per cent in 2012–13 to 67 per cent in 2014–15. Gender disparities abound, with far lower net primary enrolment for girls (62 per cent) than boys (72 per cent) in 2014–15. Roughly 20 per cent of children enrolled in primary education dropped out of school before completing their primary education (Class 6). A large proportion of children between 5 and 17 years old remained out of school, although their share declined from 33 per cent in 2009–10 to 27.2 per cent in 2017–18. A higher share of girls and children in rural areas were out of school compared, respectively, to boys and urban children. Nevertheless, the gender gap in education narrowed slightly during the 2009–2018 period. The proportion of out-of-school children was highest in Sindh (36 per cent) and lowest in Punjab (22.6 per cent) in 2017–18.

The adult literacy rate for the population over the age of 15³ increased from 54 per cent in 2009–10 to 59 per cent in 2017–18. Literacy rates were significantly higher in urban centres (75 per cent) than in rural areas (49 per cent). While a much lower proportion of women and girls were literate (48 per cent) than men and boys (70 per cent) in 2017–18, the gender gap in literacy narrowed slightly during the decade. Literacy rates were highest in the provinces of Sindh and Punjab, and lowest in Balochistan and Khyber Pakhtunkhwa, although they increased consistently in all provinces. Literacy is substantially higher in Islamabad Capital Territory (ICT), where over 82 per cent of residents of and over the age of 15 were literate in 2017–18.

Some improvements were evident in health between 2009 and 2018. Life expectancy at birth increased slightly from 65.1 years in 2010, to 66.6 in 2017. The under-five mortality rate declined from 92.8 to 74.9 per 1,000 live births, as did the infant mortality rate, from 75 to 64.2 per 1,000 live births, between 2009 and 2016. The fertility rate fell slightly, from 4.1 per cent in 2006–07 to 3.6 per cent in 2017–18. The proportion of births attended by skilled attendants rose from 43 per cent in 2011 to 58 per cent in 2015. The percentage of fully immunized children between 12 and 23 months old rose to 82 per cent in 2015, up from 74 per cent in 2009.

² Article 25A of the Constitution of Pakistan.

³ The United Nations Educational, Scientific and Cultural Organization (UNESCO) distinguishes between ‘adults’, defined as persons of and over the age of 15, and ‘mature adults’, persons aged 25 or older. Considering people who are 15 or older may facilitate the analysis of this indicator, alongside other decent work indicators that cover the population of working age.

BOX 1. Legal framework indicator 1: Labour administration

Laws, policies and institutions

The legal framework for labour administration in Pakistan evolved between 2009 and 2018. Before the 18th Amendment to the Constitution in 2010, labour was on the 'concurrent list'; therefore, both federal and provincial governments were empowered to legislate on labour issues. Since 2010, labour is a provincial subject, with responsibility for legislating and administering labour laws lying with Pakistan's provinces.

In 2006, the Federal Government issued a Labour Inspection Policy and a Labour Protection Policy, followed by a federal Labour Policy in 2010. To date, however, no governments have taken actions to implement these policies. In 2018, Sindh, Punjab and Khyber Pakhtunkhwa each developed their own provincial Labour Policies.

A number of institutions are responsible for administering laws and implementing policies in the provinces and Islamabad Capital Territory – including Provincial Departments of Labour (DOL), Labour Courts, Labour Appellate Tribunals, Minimum Wages Boards (MWBs), Workers' Welfare Boards (WWBs), and Provincial Employees' Social Security Institutions (ESSIs), among others. However, Employees' Social Security Institutions are not in place in Gilgit-Baltistan or Azad Jammu and Kashmir.

To date, the federal government has retained responsibility for administering the Employees' Old-Age Benefits Institution (EOBI), created under the Employees' Old-Age Benefits Act (1976), and the Workers' Welfare Fund (WWF), created under the Workers' Welfare Fund Ordinance (1973). However, the retention of federal authority over these institutions has been challenged in the courts, including the Supreme Court, and is under consideration in the Council of Common Interests – a body created to resolve issues between the federation and provinces, as well as between provinces.

Other key institutions include the National Industrial Relations Commission, which is mandated to register trade unions based in Islamabad Capital Territory and those with trans-provincial presence, as well as to adjudicate industrial disputes and workers' grievances. The Directorate of Workers' Education, an institution set up with the assistance of the International Labour Organization (ILO), was revitalized to provide in-house and on-site training for workers on labour laws and human resource development.

The Ministry of Overseas Pakistanis and Human Resource Development (MOP&HRD) has 24 Community Welfare Attaches posted at Pakistani diplomatic missions worldwide, while the Bureau of Emigration and Overseas Employment (BE&OE) has a network of Protectorates across Pakistan.

The public sector Overseas Employment Corporation (OEC), and a number of overseas employment promoters, are licensed by the MOP&HRD to promote overseas employment across Pakistan. The devolution of labour issues to the provinces has substantially reduced the ministry's mandate at the federal level, divesting it of its role in implementing Pakistan's Decent Work Country Programme.

Pakistan has a number of permanent tripartite institutions, such as the Board of Trustees of the Employees' Old-Age Benefits Institution, the governing body of the Workers' Welfare Fund, Workers' Welfare Boards, Provincial Social Security Institutions, the Minimum Wages Board, the Apprenticeship Advisory Committee, the Works Council, Joint Management Boards, and the Skills Development Council. In addition, the Pakistan Tripartite Labour Conference exists as a forum, although has not been convened at regular intervals. The last conference was held in 2006.

Evidence of implementation

Provincial Departments of Labour are Pakistan's central authorities in terms of labour administration, including labour inspection. Coordination is ensured through bi-monthly meetings of the Federal Tripartite Consultative Committee (FTCC), and labour inspection priorities are determined by the quarterly meetings of Provincial Tripartite Consultative Committees (PTCC).

In its observations adopted in 2019, the Committee of Experts on the Application of Conventions and Recommendations (CEACR) noted that one of the key recommendations of the 2016 National Occupational Safety and Health (OSH) Profile, published by the Ministry of Overseas Pakistanis and Human Resource Development, is to set up independent labour inspection authorities with sufficient human and financial resources.

The Committee of Experts also urged the Government to increase the number of labour inspectors, and to ensure the availability of accurate information on the number of labour inspectors in each province. According to the National OSH Profile, the number of labour inspectors and mine inspectors appeared lower in each province than indicated in the Government's 2014 report. The Committee of Experts also highlighted observations by the Pakistan Workers' Federation, which pointed that the number of labour inspectors, and the number of labour inspections, are insufficient to achieve sufficient coverage of Pakistan's workplaces.

The Committee of Experts previously noted with concern the Government's indication that, since 2001, under an administrative order, a letter is issued by the Chief Inspector of Factories (Director of Labour) to a factory before an inspection in the province of Sindh. This letter contains the date and time of the visit.

The system of prior notices was introduced to respond to employers' concerns about multiple inspections. The Government also indicated that the Provincial Tripartite Consultative Committee in Sindh established a sub-committee to offer recommendations on bringing the inspection regime in line with the provisions of the Labour Inspection Convention (No. 81), while simultaneously allaying employers' concerns. In this context, the Committee of Experts noted the observations of the Pakistan Workers' Federation: that labour inspections have practically been discontinued in Sindh and that, every year, many of the province's 2.3 million workers suffer occupational accidents. Recognizing the Government's indication that labour inspectors do not tend to face hindrances when conducting inspections in Punjab, the Committee noted the National OSH Profile's indication that restrictions – in the form of prior notices – continue to be a challenge in some parts of the province.

The Committee of Experts repeated its request to the Government to take necessary measures, in line with Articles 12(1)(a) and (b), to remove the restriction of issuing prior notices before labour inspections in Sindh. It requested that the Government provide information on concrete measures taken to discontinue this practice. In response to challenges in Punjab, the Committee of Experts requested necessary measures by the Government to ensure that labour inspectors in the province are empowered to freely enter any workplace liable for inspection, without prior notice, at any time, day or night. To this end, it requested the Government to provide information on the number of inspections conducted without prior notice in each of these provinces, including any violations detected, sanctions assessed, and corrective measures taken.

The Committee of Experts urged the Government to continue to ensure that the legislative measures it has taken provide sufficient sanctions to dissuade the obstruction of labour inspectors' duties in premises covered by the Factories Act in Balochistan. It requested information on applicable penalties provided for in the Mines Acts in Balochistan. It also requested information on cases where labour inspectors were obstructed when performing their duties in each province, including the number of prosecutions, their outcomes, and specific penalties, including the amount of fines imposed.

Ratification of ILO Conventions

Pakistan ratified the Labour Inspection Convention, 1947 (No. 81), on 10 October, 1953. It has not yet ratified the Labour Administration Convention, 1978 (No. 150).

Source: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Labour Inspection Convention, 1947 (No. 81) - Pakistan (Ratification: 1953)*, ILC. 109 (2020).

TABLE 1. Economic and social context for decent work

Decent work indicator	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Percentage of the population aged 15-49 years living with HIV ^{*1}	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	-
Labour productivity for employed persons (aged 15+), PKR (2005-06 prices) ^{*2}	177,966	178,198	177,505		182,957	180,784	185,155			207,245
Agriculture	92,661	90,484	88,475		92,794	87,750	90,729			104,442
Industry	176,956	175,028	173,007		162,500	164,549	162,249			173,420
Services	282,022	288,270	291,791		305,741	310,285	317,896			332,044
Inflation rate (%) ^{*3}	17.0	10.1	13.7	11.0	7.4	8.6	4.5	2.9	4.2	3.9
Real GDP per capita PPP ^{*4} (constant 2011 US\$)	4,304	4,284	4,310	4,367	4,464	4,576	4,696	4,857	5,035	-
Growth rate (%)	0.7	-0.5	0.6	1.3	2.2	2.5	2.6	3.4	3.7	
GDP growth rate (%) ^{*5}	0.4	2.6	3.6	3.8	3.7	4.1	4.1	4.6	5.4	5.8
Agriculture		0.2	2.0	3.6	2.7	2.5	2.1	0.2	2.1	3.8
Industry	-5.2	3.4	4.5	2.6	0.8	4.5	5.2	5.7	5.4	5.8
Services	1.3	3.2	3.9	4.1	5.1	4.5	4.4	5.7	6.5	6.4
Percentage of the population living below the national poverty line ^{*6}			36.8	36.3		29.5		24.3		
Urban			26.2	22.8		18.2		12.5		
Rural			42.1	43.1		35.6		30.7		
Poverty headcount ratio at US\$1.90 per day (2011 PPP) (% of population) ^{*7}		8.3	7.9		6.1		3.9			
Poverty headcount ratio at US\$3.20 per day (2011 PPP) (% of population) ^{*8}		11.9	11.4		9.5		7.6			
Working poverty rate, aged 15+ (% of employed living below US\$1.90 PPP) ^{*9}	9.2	8.0	7.0	6.6	5.6	5.0	3.8	3.3	2.8	2.4
Men	8.8	7.7	6.7	6.3	5.4	4.8	3.7	3.0	2.7	2.3
Women	10.6	9.2	8.0	7.6	6.5	5.7	4.4	3.8	3.3	2.9

Sources: ^{*1, *4, *7, *8:} World Bank, *World Development Indicators*, 2019. Per capita GDP grew at an annual average rate of 1.85 per cent during 2009-18.

^{*2}: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

^{*2, *3, *5, *6}: Government of Pakistan, Finance Division, *Pakistan Economic Survey 2009–10, 2010–11, 2011–12, 2013–14, 2014–15, 2015–16, 2016–17, 2017–18, 2010–2018*. During the period under review, inflation averaged 8.3 per cent, and economic growth averaged 3.8 per cent, with agriculture growing at 2.3 per cent, industry at 3.3 per cent and services at 4.5 per cent per year.

^{*9} ILOSTAT, ILO modelled estimates.

^{*6} **Note:** Figures for 2001–2014 were recalculated using the new method to be comparable with the figure for 2016. The poverty headcount calculated using this new approach is not comparable to official poverty figures previously calculated using the food energy intake method, as reported in the Pakistan Decent Work Country Profile 2014.

TABLE 1.1. Economic and social context for decent work

Decent work indicator*	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Children (aged 5–17) not in school (%)	33.0	31.9	31.1	30.8	28.2	27.2
Men/boys	27.4	26.0	25.6	25.3	22.9	22.2
Women/girls	39.5	38.4	37.2	37.1	34.2	32.9
Urban	21.2	20.5	19.0	19.5	17.0	16.5
Rural	38.4	37.0	36.6	36.2	33.7	32.7
Punjab	29.4	28.4	27.1	27.0	25.4	22.6
Sindh	40.3	38.6	36.3	39.5	34.0	36.0
Khyber Pakhtunkhwa	31.8	30.2	30.3	26.9	27.1	26.6
Balochistan	38.3	38.5	44.8	36.2	29.1	34.2
Islamabad Capital Territory						11.7
Adult literacy rate, population aged 15+ (%)	54.0	54.4	56.2	56.5	57.1	59.0
Men	66.9	67.3	68.6	68.9	69.1	70.2
Women	40.5	41.3	43.5	44.1	45.2	47.9
Urban	70.7	71.1	73.0	73.0	73.8	74.7
Rural	44.5	44.9	46.7	46.6	47.3	48.9
Punjab	56.1	56.0	58.0	58.6	58.8	61.2
Sindh	55.5	57.0	58.2	59.0	59.8	59.7
Khyber Pakhtunkhwa	45.1	47.1	49.1	47.4	49.3	50.4
Balochistan	43.4	40.5	43.6	44.6	46.0	48.5
Islamabad Capital Territory						82.3

*** Note:** The detailed breakup by gender and region for each province is presented in Annex table 1.

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 1.2. Economic and social context for decent work

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Employment by branch of economic activity, population aged 15+ (%)*						
Agriculture	43.4	43.5	42.2	42.2	41.0	37.4
Men	35.2	34.9	33.1	33.2	32.0	29.6
Women	73.9	74.2	74.9	72.9	71.8	66.1
Urban	5.7	6.1	5.9	5.7	5.1	5.9
Rural	60.2	60.0	58.5	59.2	57.4	54.1
Punjab	44.3	44.3	43.5	44.2	43.6	39.6
Sindh	41.7	43.1	40.7	39.4	37.6	35.8
Khyber Pakhtunkhwa	39.5	36.5	35.9	36.3	33.6	31.7
Balochistan	50.8	53.0	50.4	44.1	41.8	39.0
Islamabad Capital Territory						8.9
Industry	21.4	21.8	22.9	22.9	24.0	25.0
Men	24.1	24.6	26.2	25.7	26.8	27.3
Women	11.6	11.5	11.2	13.1	14.7	16.6
Urban	32.0	32.9	34.5	33.6	35.5	33.5
Rural	16.7	16.9	17.7	17.9	18.8	20.5
Punjab	22.8	23.0	23.9	23.4	24.1	25.7
Sindh	19.5	19.1	22.2	23.1	24.4	23.5
Khyber Pakhtunkhwa	21.9	24.7	22.8	23.3	24.9	27.1
Balochistan	11.5	11.7	14.3	14.8	19.9	17.8
Islamabad Capital Territory						20.5
Services	35.2	34.7	34.8	34.9	35.0	37.6
Men	40.8	40.5	40.7	41.0	41.2	43.1
Women	14.5	14.2	13.8	14.0	13.6	17.3
Urban	62.3	61.0	59.5	60.8	59.4	60.6
Rural	23.1	23.2	23.8	22.9	23.8	25.4
Punjab	32.9	32.7	32.7	32.4	32.3	34.6
Sindh	38.8	37.8	37.1	37.6	38.1	40.7
Khyber Pakhtunkhwa	38.6	38.8	41.3	40.4	41.5	41.2
Balochistan	37.7	35.3	35.3	41.1	38.3	43.2
Islamabad Capital Territory						70.6

* **Note:** The detailed breakup by gender and region for each province is presented in Annex table 1.

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018*.

TABLE 1.3. Economic and social context for decent work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Share of women in total employment, population aged 15+ (%)*						
Agriculture	36.1	37.3	38.7	39.1	39.6	37.8
Urban	26.4	31.7	44.8	23.6	22.7	22.8
Rural	36.6	37.6	38.5	39.8	40.3	38.7
Punjab	42.0	43.4	44.9	45.6	45.6	45.8
Sindh	26.4	27.6	29.1	26.8	26.8	21.9
Khyber Pakhtunkhwa	32.1	34.9	37.2	37.6	38.5	34.1
Balochistan	16.5	13.1	12.4	14.9	20.9	12.5
Islamabad Capital Territory						43.2
Industry	11.5	11.6	10.7	13.0	13.8	14.3
Urban	9.6	9.6	9.3	10.5	11.3	11.9
Rural	13.1	13.3	11.9	15.2	16.0	16.3
Punjab	14.4	14.6	12.6	16.7	16.4	18.1
Sindh	4.7	4.4	6.8	7.0	6.4	8.5
Khyber Pakhtunkhwa	9.6	9.6	6.8	7.3	8.0	8.2
Balochistan	5.5	6.5	17.9	4.9	33.5	6.2
Islamabad Capital Territory						6.8
Services	8.7	9.0	8.7	9.1	8.8	9.8
Urban	9.5	9.9	9.4	10.3	9.5	10.9
Rural	7.8	7.8	7.8	7.7	7.9	8.5
Punjab	11.1	11.0	11.2	11.9	11.6	12.7
Sindh	5.5	6.8	5.5	6.0	4.8	5.9
Khyber Pakhtunkhwa	6.8	6.7	6.5	5.8	7.0	7.0
Balochistan	2.5	1.8	2.2	2.6	3.0	3.9
Islamabad Capital Territory						13.2

* **Note:** The detailed breakup by gender and region for each province is presented in Annex table 1.

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on the economic and social context for decent work

FIGURE 1. GDP growth rate, 2009–2018 (%)

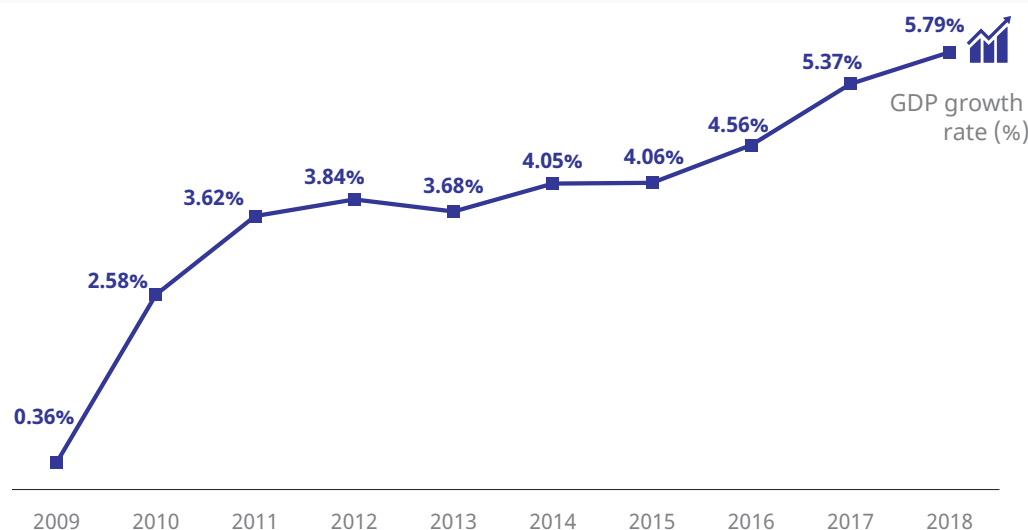


FIGURE 2. GDP growth rate by sector, 2009–2018 (%)

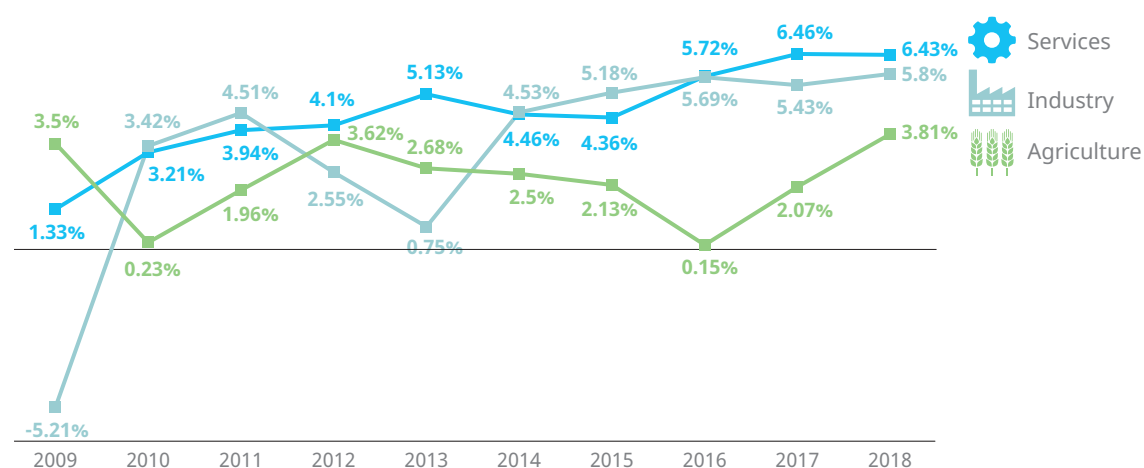


FIGURE 3. Real GDP per capita PPP, 2009–2017 (constant US\$ 2011)

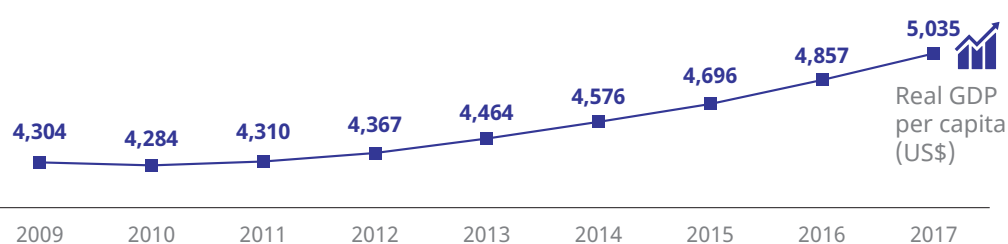


FIGURE 4. Labour productivity, employed persons aged 15+, 2009–2018 (PKR) (2005–06 prices)

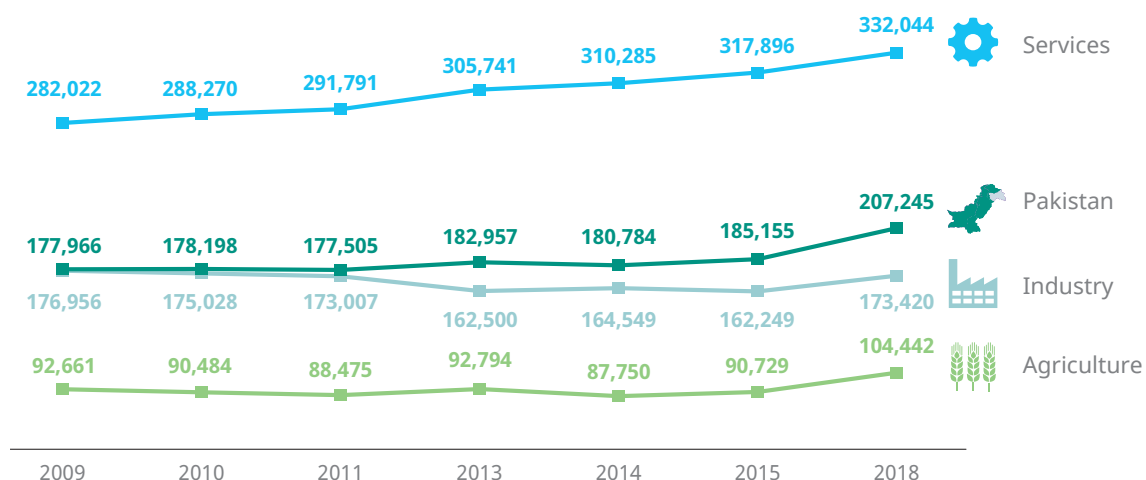


FIGURE 5. Inflation rate, 2009–2018 (%)

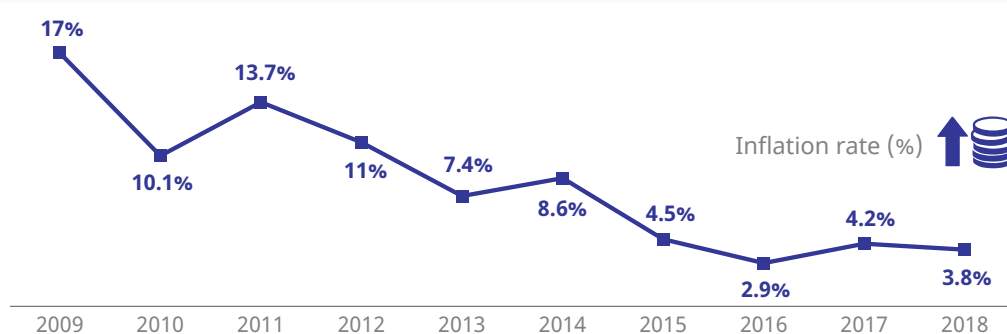


FIGURE 6. Children not in school, aged 5–17, 2009–2018 (%)

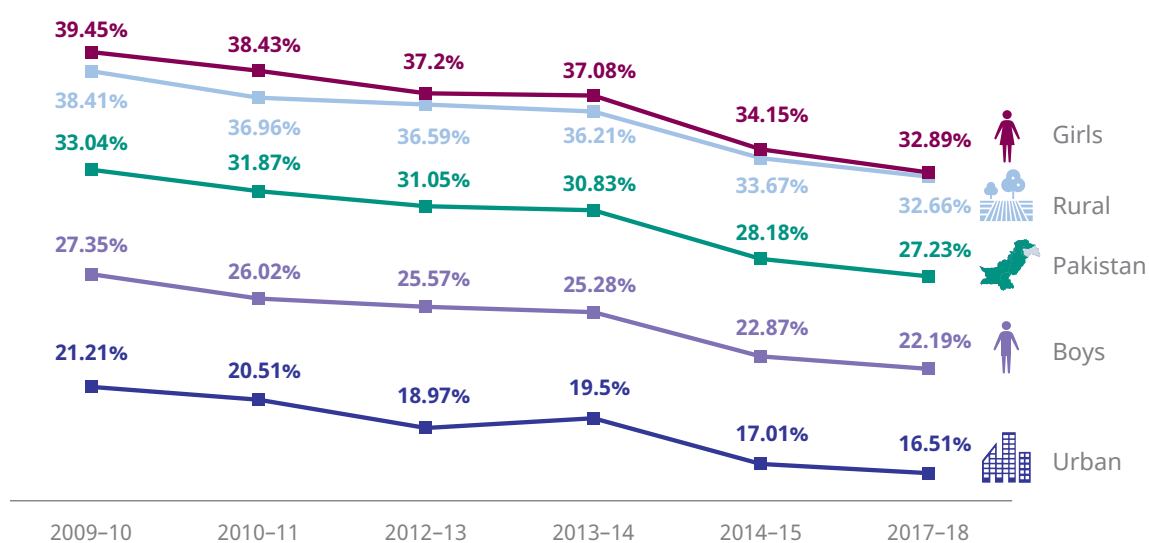


FIGURE 7. Children not in school by province, aged 5-17, 2009-2018 (%)

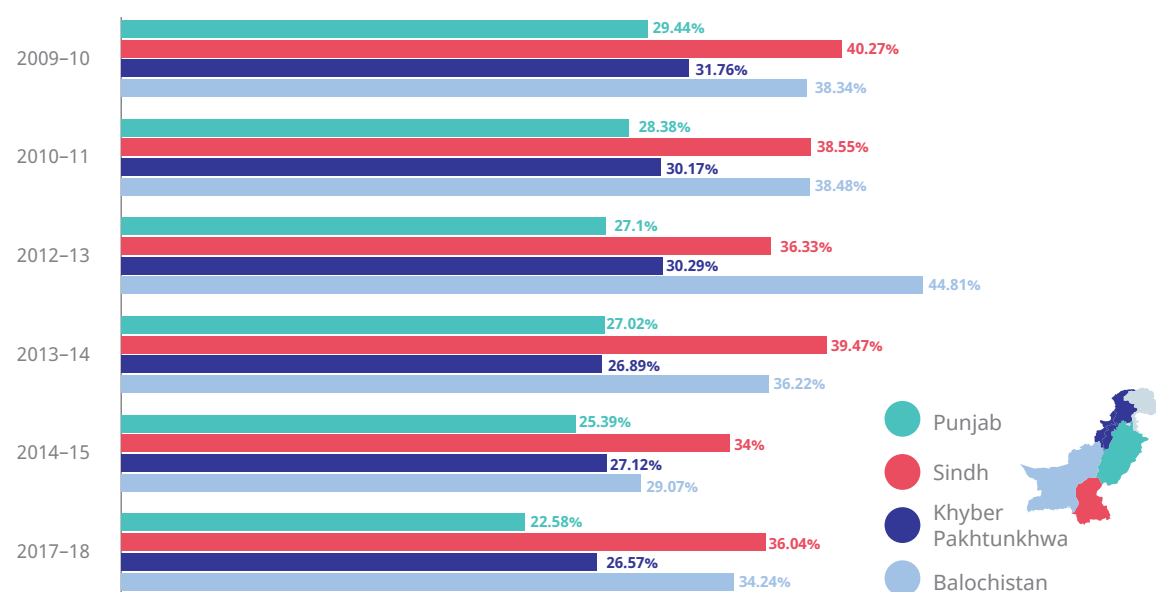


FIGURE 8. Adult literacy rate, population aged 15+, 2009-2018 (%)

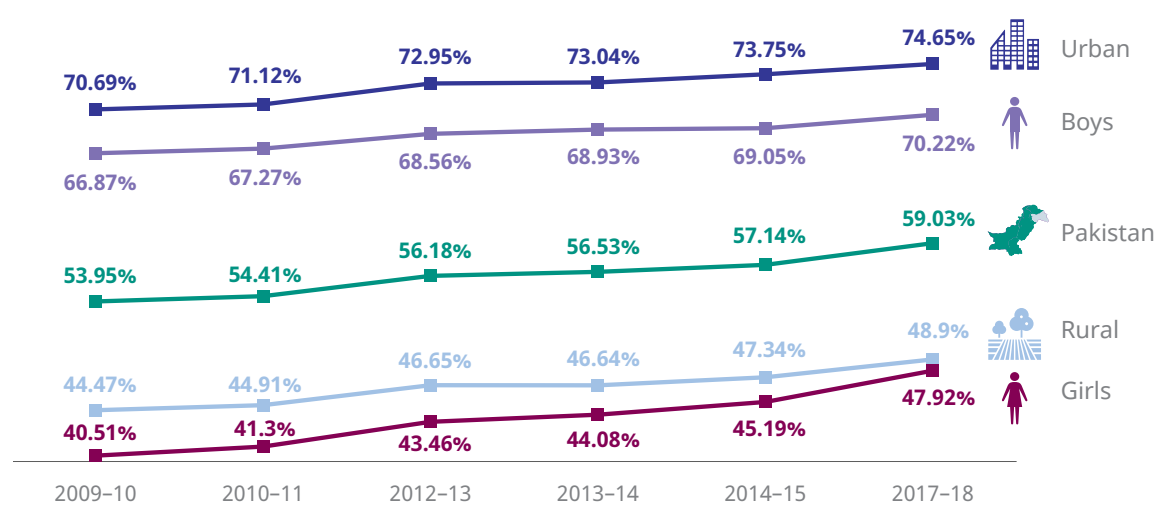


FIGURE 9. Adult literacy rate by province, population aged 15+, 2009–2018 (%)

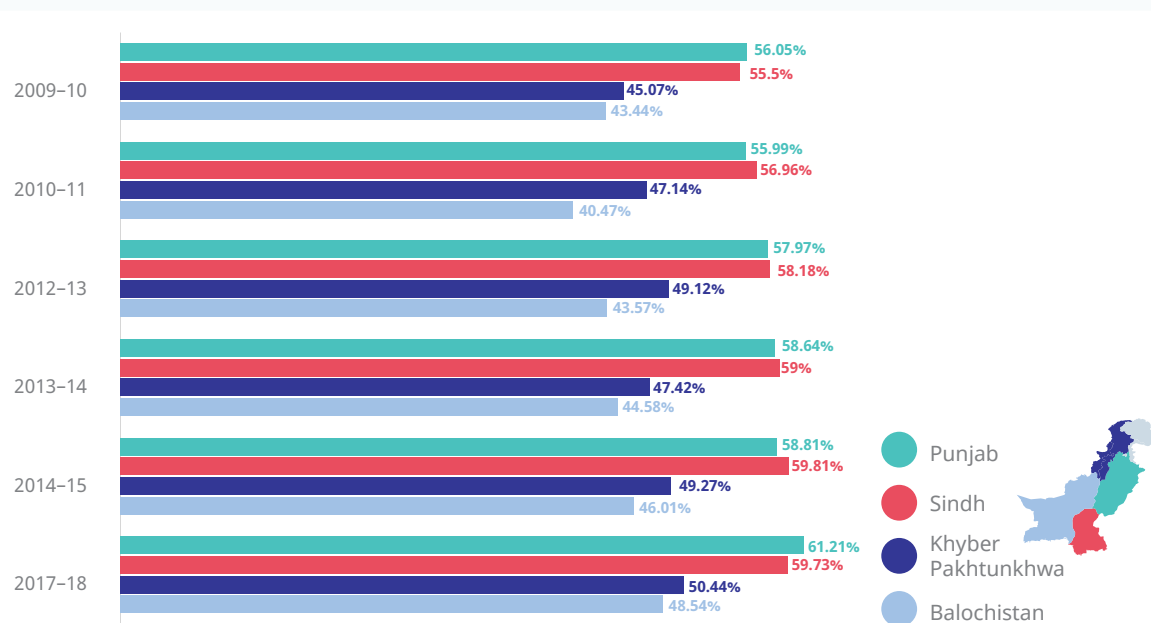


FIGURE 10. Employment by branch of economic activity, population aged 15+, 2009–2018 (%)

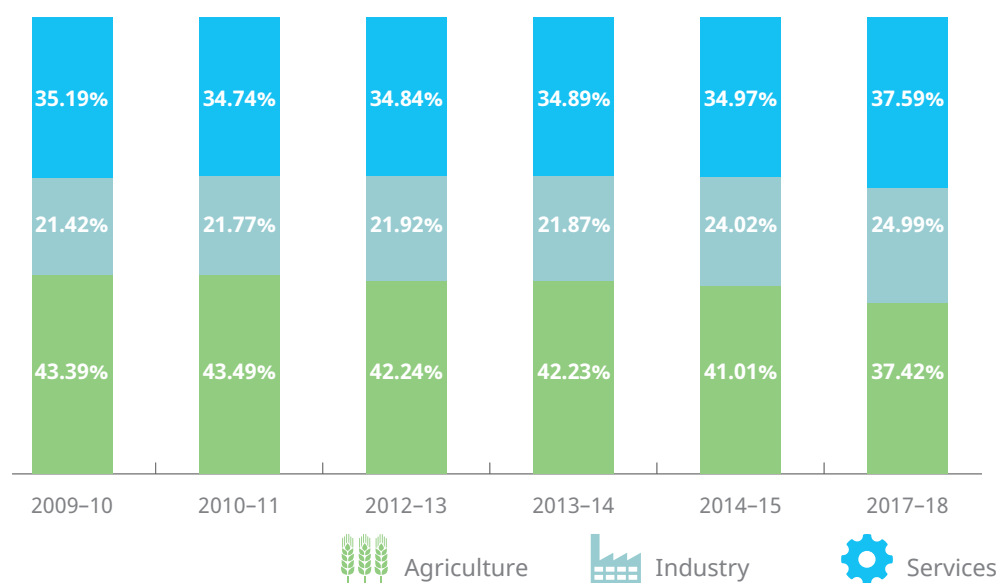


FIGURE 11. Share of employment in agriculture by province, 2009–2018 (%)

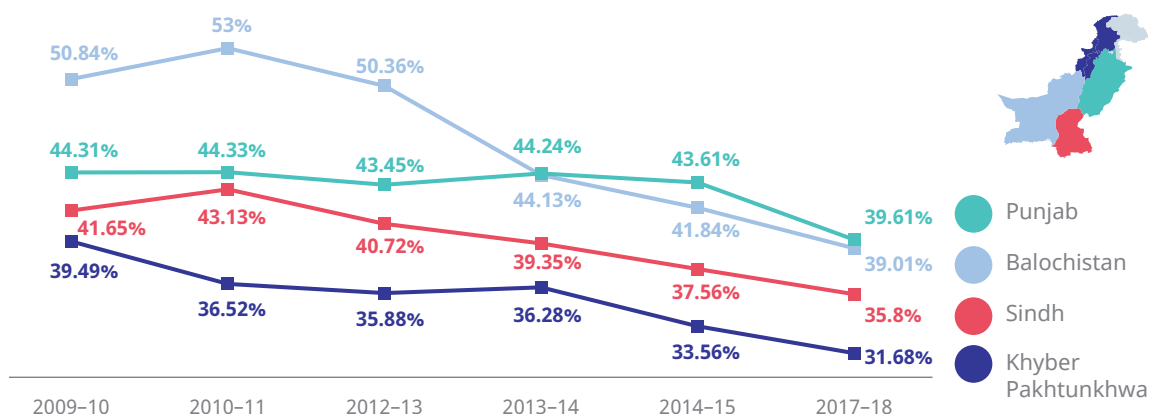


FIGURE 12. Share of employment in industry by province, 2009–2018 (%)

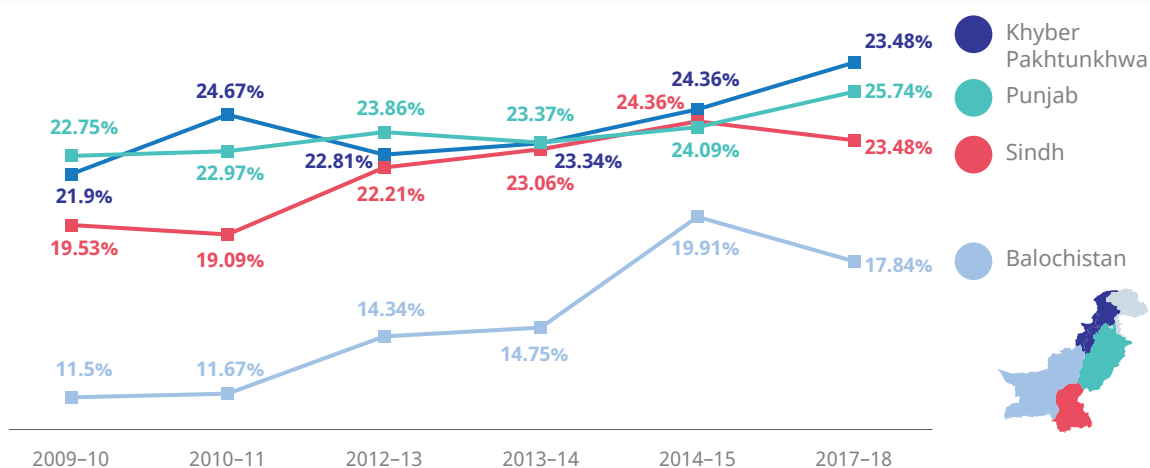


FIGURE 13. Share of employment in services by province, 2009–2018 (%)

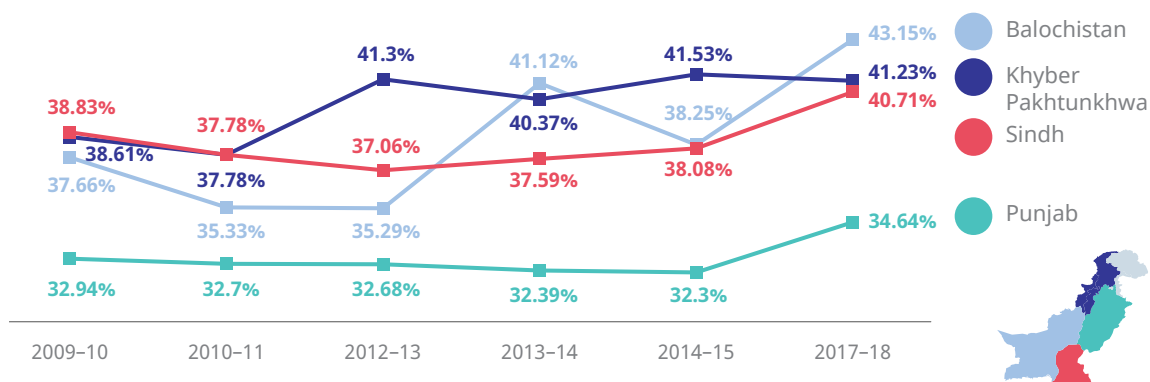


FIGURE 14. Share of women in total employment in agriculture by province, aged 15+, 2009–2018 (%)

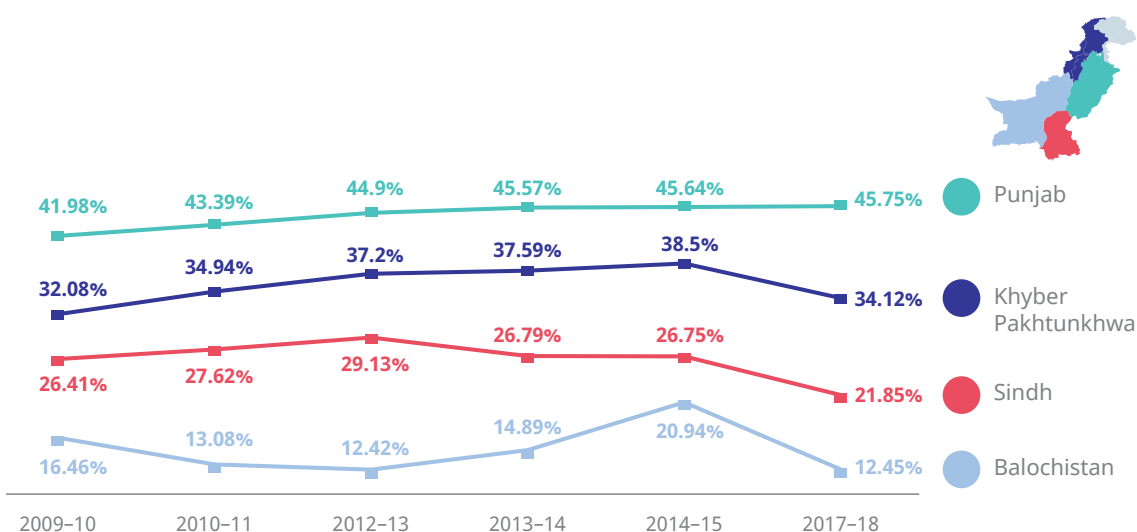


FIGURE 15. Share of women in total employment in industry by province, aged 15+, 2009–2018 (%)

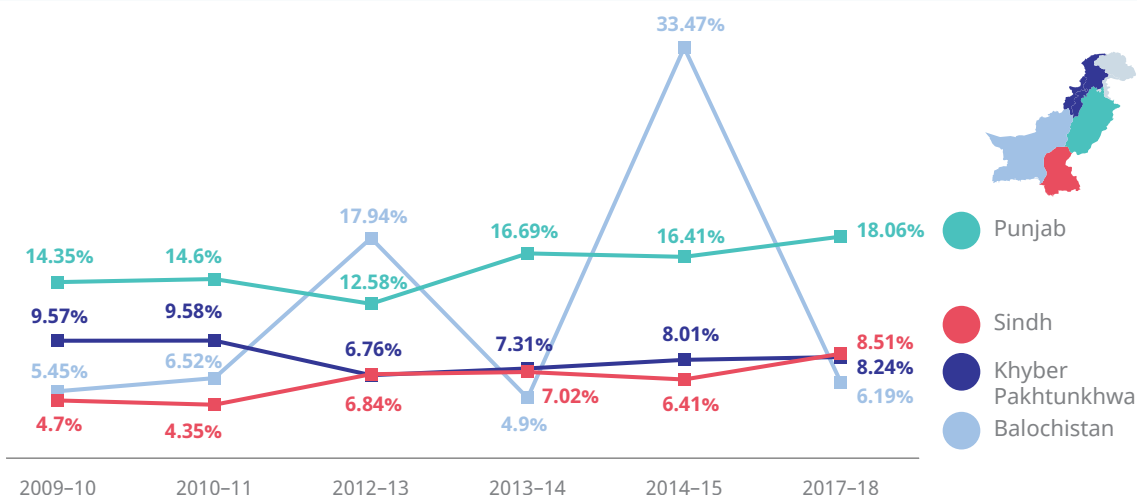


FIGURE 16. Share of women in total employment in services by province, aged 15+, 2009–2018 (%)

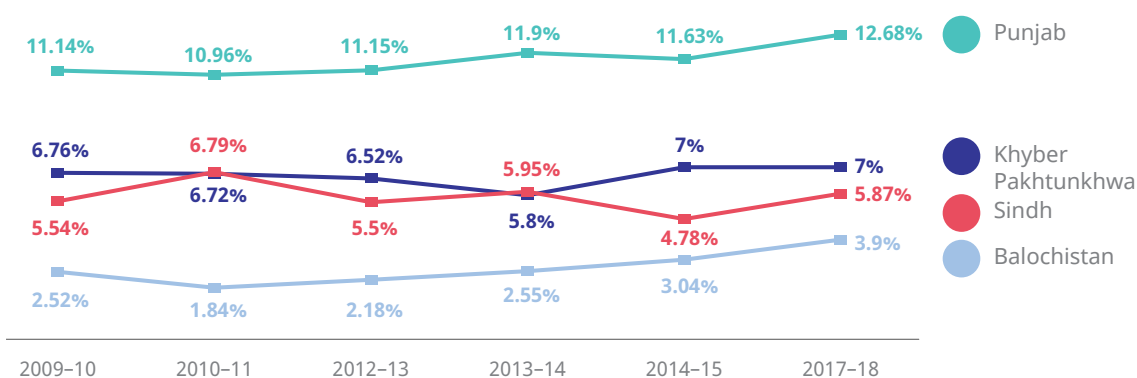


FIGURE 17. Population living below the national poverty line, 2008–2016 (%)

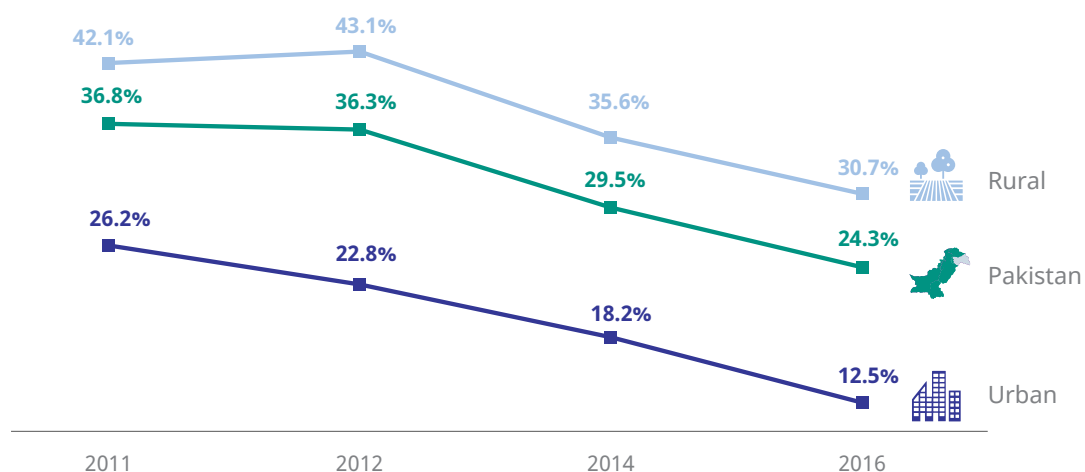
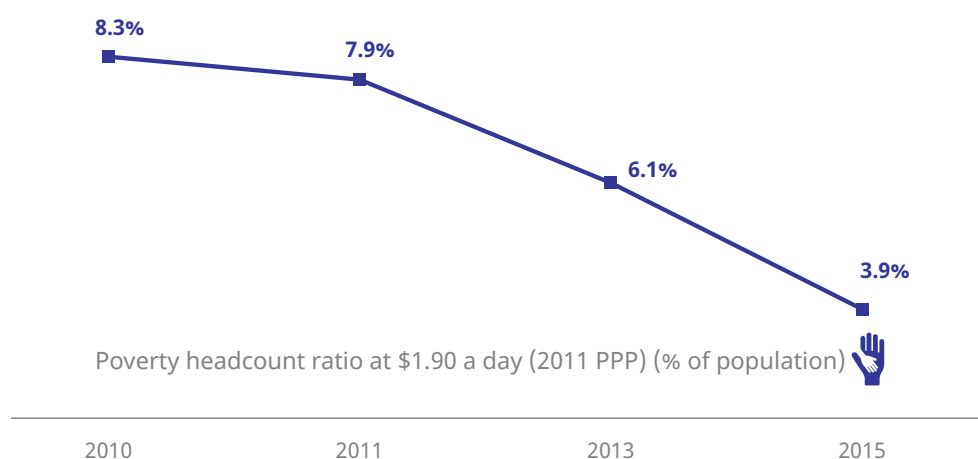


FIGURE 18. Poverty headcount ratio at US\$1.90 per day (2011 PPP), 2010–2015 (% of the population)





2

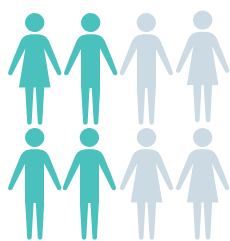
► 2 Employment opportunities



Creating productive employment opportunities is a key pillar of decent work and a priority of the Government of Pakistan. The employment-to-population ratio, which shows the share of the population of working age who are employed, is a principle indicator used in assessing work opportunities. Pakistan's employment-to-population remained virtually unchanged between 2009 and 2015 at approximately 50 per cent, with a slight decline apparent in 2018. Breaking down this ratio by gender and geographic location reveals large gender gaps and, to a lesser extent, gaps between urban and rural areas. At the provincial level, Punjab reported the highest employment-to-population ratio in all the years analysed, while Khyber Pakhtunkhwa reported the lowest.

The labour force participation rate indicates the potential supply of labour in an economy, measured as the share of the population of working age who are employed or seeking employment. Pakistan's labour force participation rate remained stagnant between 2009 and 2018, at approximately 53 per cent, before declining slightly in 2018 to 51.9 per cent. Women's labour force participation rate was extremely low throughout the decade. In 2017–18, only 22.8 per cent of women aged 15 and above were in the labour force, compared to 81.1 per cent of men. Labour force participation was considerably higher in rural areas than in urban centres, with a difference of approximately 9 to 11 percentage points.

Provincial analysis reveals that labour force participation was highest in Punjab in 2017–18. At 55.3 per cent, the province's rate was 3.4 percentage points above the national average. Women's labour force participation was also highest in Punjab. Khyber Pakhtunkhwa had the lowest overall rate of labour force participation, which declined throughout the decade and was 9.0 percentage points below the national average in 2017–18. Rates varied in Balochistan; its lowest rate of 48.7 per cent was recorded in 2013–14, followed by its highest labour force participation rate of 54.3 per cent in 2014–15. Men's labour force participation was highest in Balochistan between 2009 and 2014, before declining in subsequent years.



**53–54
per cent**

labour force
participation
between 2009
and 2018

The unemployment rate among people of or over the age of 15 rose marginally in the first half of the decade, from 5.3 per cent in 2009–10 to 6 per cent by 2012–13. Women’s unemployment rate remained almost twice that of men’s throughout 2009–18, with unemployment among men hitting a peak of 5.1 per cent in 2012–13, and unemployment among women peaking at 9.2 per cent in 2009–10 and 2014–15. Unemployment was consistently lower in rural areas than in urban settings, although urban unemployment fluctuated considerably, from a low of 6.9 per cent in 2009–10 to a high of 8.5 per cent in 2010–11.

At the provincial level, unemployment was lowest in Balochistan, ranging between 2.7 per cent and 4 per cent during the decade, followed by Sindh, with a range of 3.7 per cent to 5.2 per cent. By contrast, unemployment was highest in Khyber Pakhtunkhwa, where it remained at over 8 per cent. Women’s unemployment rate was also highest in this province, averaging over 16 per cent.



**23.5
per cent**

women’s labour
force participation
in 2017–2018

Analysing the level of education of unemployed Pakistanis reveals an alarming trend: an increasing proportion of unemployed people are highly educated. In 2009–10, 44 per cent of the unemployed either had no formal education, or less than a year of education. Their share in unemployment declined persistently during the decade, falling to 20.8 per cent by 2017–18. Simultaneously, the proportion of unemployed persons with at an intermediate level of education rose sharply – more than doubling from 5.2 per cent in 2009–10 to 13.3 per cent in 2017–18 – as did the proportion of unemployed people with a higher education (degree holders) – rising over four-fold from 6.6 per cent in 2009–10 to 27.2 per cent in 2017–18.



An increasing
proportion of the
unemployed are
**highly
educated**

This trend may indicate that higher education is losing relevance in terms of labour demand, or that there is a mismatch between market demand and the supply of skills. The relatively lower share of unemployed with no education or a lower level of education indicates the dual nature of Pakistan’s labour market, as these persons are increasingly absorbed into the informal economy, characterized by low productivity.

Gender disaggregation further reveals that the increasing share of unemployed with a higher level of education (degree holders) is driven by a sharp increase in the proportion of unemployed women, especially in the later years of the 2009–2018 period. The breakdown by geographic location shows that the prevalence of unemployed persons with a high level of education is more pronounced in urban areas. Provincial analysis indicates that the share of highly educated unemployed people was the highest in Sindh, followed by Punjab and Islamabad Capital Territory.

The period was also marked by a traditionally high, but declining, share of informal sector⁴ employment in total employment. Pakistan's informal economy is large, accounting for an estimated 91 per cent of GDP in 2007–08.⁵ The share of informal sector employment peaked in 2010–11, when 73.5 per cent of the non-agricultural workforce was engaged in informal employment. This share declined slightly to 71.4 per cent in 2017–18.

It is notable that the share of both men and women in informal employment remained more or less stable during this period, with no significant gender gaps. Informal sector employment was slightly higher in rural settings compared to urban areas. At the provincial level, the share of informal employment was highest in Punjab and Khyber Pakhtunkhwa, rising in the latter province after 2012–13. Its share is lowest in Islamabad Capital Territory, where 57.8 per cent of the employed workforce was in informal employment in 2017–18.

Pakistan's youth represent an important segment of the labour market. As the country experiences a demographic transition, the share of young people between 15 and 24 years old in the working age population is on the rise relative to other age groups – in 2017–18, they accounted for 19 per cent of this population. Generating productive employment opportunities for the growing pool of young people entering the labour market has proven challenging in the past decade. The youth unemployment rate was far higher from the overall unemployment rate, and rose consistently, from 8.4 per cent in 2009–10 to 11.1 per cent in 2017–18.

The unemployment rate for young women was much higher than the rate among young men, although the gender gap narrowed between 2009 and 2018. Youth unemployment was also markedly higher in urban centres than in rural areas. This is not surprising – high unemployment tends to be an urban phenomenon. Rural socio-economic conditions and infrastructure for searching for jobs is such that people do not remain unemployed for long. Rural residents either take up any job or farm work they can find, or if they are not working, they are unable to search for work easily, leaving them entirely outside the labour force.

Provincial analysis reveals that youth unemployment was highest in Khyber Pakhtunkhwa, averaging 13–15 per cent between 2009 and 2015. It was lowest in Sindh and Balochistan, although Balochistan's youth unemployment rate fluctuated widely during this period.

The indicator, 'youth not in education, not in employment or training (NEET)', gives a measure of young people who are outside the education system and are not employed. As such, it is a broader measure of potential young labour market entrants than the 'youth unemployment' indicator.

⁴ The informal sector in Pakistan is understood in terms of household enterprises and the size of employment. For statistical purposes, employment in the informal sector is defined as: (i) all household enterprises owned and operated by own-account workers, irrespective of the enterprises' size (informal own-account enterprises); (ii) enterprises owned and operated by employers with fewer than 10 workers, including the enterprise's owner(s), contributing family workers and employees, whether employed on an occasional or a continuous basis, or as apprentices; and (iii) excludes all enterprises engaged in agricultural activities or wholly engaged in non-market production.

⁵ M. Ali Kemal and Ahmed Waqar Qasim, "Precise Estimates of the Unrecorded Economy", *The Pakistan Development Review* 51, No. 4 (2012). Papers and proceedings parts I and II of the 28th Annual General Meeting and Conference of the Pakistan Society of Development Economists Islamabad, November 13–15, 2012.



**71.4
per cent**

of the non-agricultural workers were in informal employment in 2017–2018



**30–34
per cent**

of young people were not in education, employment or training in 2009–2018



Most employed women in 2009–2018 were

**contributing
family
workers**

A high NEET rate compared to the youth unemployment rate may indicate that a large number of young people are unable to seek or obtain employment, and/or that they do not have access to education or training.

The share of young people, aged 15 to 24, who were not in education, employment or training was high during 2009–2018, remaining in the range of 30–32 per cent. However, there was an extremely large gender gap, with a substantially higher proportion of young women not in employment, education or training (54.9 per cent) than young men (7.6 per cent) in 2017–18. The share of youth NEET was higher in rural areas than urban settings, and increased slightly over the years. Provincial NEET rates were highest in Khyber Pakhtunkhwa where, on average, 40 per cent of young people are not in school, jobs or training. The youth NEET rate was lowest in Punjab and Islamabad Capital Territory, where it stood at 27.9 per cent and 23.7 per cent in 2017–18, respectively.

Analysis of employment status offers important insights on the quality of employment in a country. Paid employees accounted for the highest share of employed persons in Pakistan during the decade, rising consistently from 36.5 per cent in 2009–10 to around 43 per cent in 2017–18. They are followed by the self-employed, whose share in employment ranged between 35 and 37 per cent. A significant proportion of employed people are unpaid family workers, whose share in total employment declined from 27 per cent in 2009–10 to 19.9 per cent in 2017–18.

Gender disaggregation of employment status reveals that contributing family workers accounted for the highest share of employed women between 2009 and 2018. These workers are regarded as a ‘low productivity’ category. Although the share of contributing family workers in women’s employment declined considerably during the decade, they still represented half of all employed women in 2017–18. Paid employees account for the second highest share of women’s employment, rising from 20.8 per cent in 2009–10 to 29 per cent in 2017–18. Paid employees also comprised the highest share of the urban workforce (58.4 per cent) in the 2017–18, while the self-employed represented the highest share of the employed rural workforce (38.7 per cent). Most women paid employees work in the services sub-sector of community social and personal services (45 per cent), agriculture (28 per cent) and manufacturing (25 per cent).

Sindh had the highest share of paid employment between 2009 and 2018 – a share which rose throughout the period, from 39 per cent in 2009–10 to 49.3 per cent in 2017–18. The share of paid employees was highest in Islamabad Capital Territory (63.5 per cent) and lowest in Punjab. Balochistan had the highest share of unpaid family workers, while Islamabad Capital Territory had the lowest (9.7 per cent) in 2017–18.

The share of wage employment in the non-agricultural sector also offers an indication of formal employment opportunities. This remained in the range of 58 to 61 per cent of total non-agricultural employment during the decade. It was slightly higher for women than men, and for rural residents than urban dwellers. The share of wage employment in non-agricultural work was highest in Sindh, followed by Islamabad Capital Territory and Khyber Pakhtunkhwa.

Box 2. Legal framework indicator 2: Government commitment to full employment

Laws, policies and institutions

Pakistan's Constitution affirms certain fundamental labour rights. Article 18 prescribes the right of all citizens to 'enter upon any lawful profession or occupation' and to 'conduct any lawful trade or business'. Article 25 explicitly affirms that all citizens are equal before law and are entitled to equal protection by the law, with no discrimination on the basis of sex. It also specifies that this provision will not prevent the state from undertaking special provisions for the protection of women and children. Article 37(e) makes provisions for securing just and humane work conditions, for maternity benefits for employed women, and for ensuring that children and women are not employed in vocations unsuited to their age and sex.

In line with these constitutional requirements, the Government has committed itself to reducing unemployment, including under-employment. In March 2019, it launched *Ehsaas*, described as the 'biggest and boldest' national poverty alleviation programme in the country's history. Overseen by the Ministry of Poverty Alleviation and Social Safety (PASS), the *Ehsaas* programme's four policy pillars prioritize livelihoods and job creation.

Evidence of implementation

No information has been made available to the ILO's supervisory bodies.

Ratification of ILO Conventions

Pakistan has not ratified the Employment Policy Convention, 1964 (No. 122).

Source: Government of Pakistan, *Constitution of the Islamic Republic of Pakistan*, 1973.

BOX 3. Legal framework indicator 3: Unemployment insurance

Laws, policies and institutions

Pakistan has no unemployment insurance system. Therefore, no information can be presented on qualifying conditions, or the level and duration of benefits.

Evidence of implementation

No information has been made available to the ILO's supervisory bodies on unemployment insurance, including information on the coverage of workers in law or in practice.

However, in 2020, the Prime Minister launched a programme to financially support eligible individuals who have lost their jobs due to the COVID-19 pandemic, promising to provide succour to the 'downtrodden and unprivileged' through the Government's flagship *Ehsaas* programme. Those who will qualify for assistance will receive a one-time emergency cash transfer of PKR 12,000.

Ratification of ILO Conventions

Pakistan ratified the Equality of Treatment (Social Security) Convention, 1962 (No. 118) on 27 March 1969, accepting Branches (c) and (g) of the Convention. It has not ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102).

Sources: Ministry of Overseas Pakistanis and Human Resource Development; Poverty Alleviation and Social Safety Division (PASSD), 2019.

TABLE 2. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Employment-to-population ratio, population aged 15+ (%)						
Pakistan	50.7	50.4	49.9	50.1	50.2	48.9
Men	78.3	78.0	77.0	77.3	77.5	77.2
Women	21.9	22.2	22.1	22.8	22.7	20.9
Urban	43.2	42.5	42.7	42.3	42.3	43.1
Rural	54.9	54.8	54.1	54.7	54.8	52.7
Punjab	52.6	52.5	52.0	52.9	52.5	52.1
Men	77.7	78.0	77.2	77.3	77.3	78.0
Women	27.1	27.3	27.1	29.2	28.6	27.6
Urban	43.9	43.9	43.3	42.9	43.1	44.2
Rural	57.2	57.0	56.6	58.6	57.7	57.0
Sindh	50.7	50.0	50.3	49.2	49.2	47.5
Men	81.6	79.7	79.4	80.2	80.8	78.7
Women	15.3	16.3	16.7	14.9	14.0	12.3
Urban	43.0	41.2	42.8	42.3	42.1	42.2
Rural	58.9	59.8	58.3	56.8	57.2	53.9
Khyber Pakhtunkhwa	42.1	42.2	40.6	40.5	40.8	39.6
Men	72.2	72.6	69.5	70.5	70.3	70.5
Women	14.1	14.3	13.8	13.6	13.9	12.0
Urban	38.0	38.1	37.6	37.4	36.7	37.7
Rural	43.0	43.1	41.3	41.3	41.8	40.1
Balochistan	50.7	49.4	49.7	46.8	52.1	47.5
Men	83.5	83.6	82.5	78.3	81.1	80.3
Women	11.1	9.0	10.5	8.6	18.6	8.0
Urban	44.2	43.3	42.2	42.6	44.4	43.0
Rural	52.8	51.6	52.3	48.4	55.0	49.2
Islamabad Capital Territory						45.5
Men						72.4
Women						14.3
Urban						44.8
Rural						46.4

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018.*

TABLE 2.1. Employment opportunities

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Unemployment rate, population aged 15+ (%)						
Pakistan	5.3	5.7	6.0	5.6	5.8	5.7
Men	4.2	4.8	5.1	4.6	4.7	4.9
Women	9.2	9.0	9.1	8.9	9.2	8.5
Urban	6.9	8.5	8.4	7.4	7.7	7.1
Rural	4.5	4.5	4.9	4.8	4.9	4.9
Punjab	5.2	5.7	6.1	6.0	6.0	5.8
Men	4.3	4.7	5.2	5.1	5.2	5.0
Women	7.8	8.3	8.3	8.3	7.8	7.7
Urban	7.5	8.1	8.4	8.3	7.9	7.0
Rural	4.3	4.7	5.1	5.0	5.2	5.2
Sindh	4.2	5.2	5.0	3.7	4.8	5.0
Men	3.0	4.8	4.4	3.0	3.7	4.0
Women	10.7	7.2	8.2	7.7	11.3	11.9
Urban	5.5	9.2	8.1	5.3	7.3	7.3
Rural	3.0	1.9	2.4	2.3	2.5	2.7
Khyber Pakhtunkhwa	8.7	8.0	8.5	8.3	7.9	7.3
Men	6.9	5.9	6.7	6.5	5.8	6.9
Women	16.4	16.5	16.3	16.1	16.2	9.2
Urban	9.8	10.3	11.6	11.8	9.8	8.3
Rural	8.5	7.5	7.8	7.5	7.4	7.0
Balochistan	2.7	2.9	4.0	3.9	3.9	4.0
Men	1.6	2.5	3.6	3.5	2.8	2.7
Women	11.8	7.9	7.0	8.1	9.3	17.3
Urban	3.7	5.0	6.3	5.7	5.8	5.9
Rural	2.5	2.3	3.3	3.3	3.3	3.4
Islamabad Capital Territory						4.8
Men						3.8
Women						9.9
Urban						4.6
Rural						5.0

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018*.

TABLE 2.2. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Youth not in education and not in employment, aged 15–24 (%)*						
Pakistan	31.1	32.0	31.0	30.9	30.4	31.0
Men	7.6	8.3	8.1	7.6	7.4	7.6
Women	56.9	56.7	55.5	54.8	53.6	54.9
Urban	29.7	30.4	28.6	28.7	28.2	27.7
Rural	31.9	33.0	32.5	32.3	31.7	33.1
Punjab	29.3	30.2	29.4	29.1	28.8	27.9
Men	8.9	8.7	9.4	9.3	9.1	8.5
Women	50.6	51.2	49.2	48.0	47.2	46.1
Urban	29.5	30.4	28.4	29.4	28.7	26.9
Rural	29.2	30.1	30.0	29.0	28.8	28.6
Sindh	30.5	31.3	29.2	29.8	29.6	31.7
Men	5.0	7.8	5.4	4.4	5.0	5.5
Women	62.9	60.0	59.6	59.5	58.7	64.2
Urban	29.0	29.8	27.8	26.2	26.4	27.2
Rural	32.2	33.1	30.8	34.0	33.4	36.9
Khyber Pakhtunkhwa	39.5	40.2	40.0	39.9	40.0	40.2
Men	8.4	8.3	8.7	6.4	7.2	8.1
Women	70.2	69.7	70.8	71.2	71.4	70.4
Urban	36.4	33.9	33.4	35.2	34.3	35.6
Rural	40.3	41.6	41.5	41.1	41.5	41.3
Balochistan	31.1	33.5	32.9	31.8	24.4	33.4
Men	3.5	5.9	6.5	6.9	2.9	6.3
Women	74.3	76.6	73.0	69.8	54.5	72.1
Urban	24.5	28.9	28.8	28.3	23.5	30.8
Rural	33.4	35.3	34.6	33.2	24.7	34.3
Islamabad Capital Territory						23.7
Men						5.8
Women						46.1
Urban						22.4
Rural						25.9

* **Note:** This indicator does not include current training as the Labour Force Survey inquires whether any household member has ever attended training, but does not ask whether they are currently enrolled in training.

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 2.3. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Informal sector employment, population aged 15+ (%)						
Pakistan	72.9	73.5	73.3	73.3	72.3	71.7
Men	73.0	73.9	73.6	73.4	72.2	71.8
Women	72.7	70.6	71.0	72.5	72.9	71.2
Urban	70.1	70.9	69.6	70.3	68.9	68.1
Rural	76.0	76.3	77.1	76.6	75.7	75.6
Punjab	76.6	77.8	76.5	75.5	74.2	74.0
Men	76.5	78.1	76.8	75.5	74.1	73.8
Women	77.4	76.1	74.1	75.6	74.8	75.1
Urban	74.6	76.7	73.6	73.7	72.6	70.9
Rural	78.5	78.8	79.1	77.2	75.7	77.3
Sindh	64.6	63.5	65.8	68.0	65.9	65.0
Men	65.1	64.4	66.0	68.3	66.0	65.2
Women	54.9	49.1	62.2	64.8	63.8	61.9
Urban	62.8	61.9	63.2	65.2	62.5	62.9
Rural	69.2	68.0	71.9	74.8	74.0	70.0
Khyber Pakhtunkhwa	75.1	75.6	76.2	77.4	77.3	77.4
Men	76.2	76.7	77.5	78.5	78.9	78.9
Women	62.9	62.4	58.3	60.6	58.0	59.3
Urban	73.3	72.5	73.7	72.8	72.9	73.9
Rural	75.8	76.6	77.1	79.1	78.9	78.6
Balochistan	63.3	63.3	65.3	65.0	70.0	66.6
Men	63.8	63.2	64.2	65.6	67.1	67.0
Women	48.1	63.9	81.0	48.1	88.3	57.3
Urban	64.2	65.7	62.1	62.9	67.9	66.3
Rural	62.7	61.5	67.5	66.6	71.2	66.7
Islamabad Capital Territory						58.2
Men						59.4
Women						49.2
Urban						57.8
Rural						58.8

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 2.4. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Labour force participation rate, population aged 15+ (%)						
Pakistan	53.5	53.4	53.1	53.1	53.3	51.9
Men	81.7	81.9	81.1	81.0	81.4	81.1
Women	24.2	24.4	24.3	25.0	25.0	22.8
Urban	46.4	46.5	46.6	45.7	45.9	46.3
Rural	57.5	57.4	56.8	57.5	57.6	55.4
Punjab	55.5	55.7	55.4	56.3	55.9	55.3
Men	81.2	81.9	81.4	81.4	81.5	82.1
Women	29.4	29.8	29.6	31.8	31.0	29.8
Urban	47.5	47.5	47.2	46.7	46.8	47.5
Rural	59.8	59.8	59.7	61.7	60.8	60.1
Sindh	52.9	52.8	52.9	51.1	51.7	50.0
Men	84.1	83.7	83.0	82.7	83.9	81.9
Women	17.1	17.6	18.2	16.1	15.8	14.0
Urban	45.5	45.3	46.6	44.7	45.5	45.5
Rural	60.8	60.9	59.7	58.2	58.7	55.4
Khyber Pakhtunkhwa	46.1	45.9	44.4	44.2	44.3	42.7
Men	77.6	77.1	74.5	75.4	74.7	75.7
Women	16.9	17.2	16.5	16.2	16.6	13.2
Urban	42.1	42.5	42.5	42.4	40.7	41.1
Rural	47.0	46.6	44.8	44.6	45.2	43.1
Balochistan	52.2	50.9	51.7	48.7	54.3	49.5
Men	84.9	85.7	85.6	81.1	83.5	82.5
Women	12.6	9.8	11.3	9.4	20.5	9.7
Urban	45.9	45.6	45.1	45.2	47.2	45.6
Rural	54.2	52.8	54.1	50.0	56.9	50.9
Islamabad Capital Territory					47.7	49.2
Men					75.2	77.8
Women					15.9	16.3
Urban					46.8	48.2
Rural					48.9	50.5

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 2.5. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2014–15	2017–18
Youth unemployment rate, populated aged 15–24 (%)					
Pakistan	8.4	10.3	10.5	10.6	11.1
Men	7.5	9.3	9.9	9.5	11.0
Women	11.5	13.3	12.6	13.7	11.5
Urban	12.4	15.8	14.9	14.7	14.5
Rural	6.6	7.8	8.6	8.9	9.5
Punjab	8.8	10.0	11.2	11.6	11.6
Men	8.4	9.3	11.0	11.6	12.2
Women	9.7	11.7	11.8	11.7	10.2
Urban	13.6	14.9	15.5	16.9	14.5
Rural	6.7	8.0	9.5	9.6	10.3
Sindh	6.1	9.5	7.6	7.2	10.4
Men	5.0	9.1	7.4	5.6	9.8
Women	12.4	11.8	8.7	16.2	14.7
Urban	10.4	17.4	13.5	11.4	15.1
Rural	3.1	3.6	3.3	4.2	6.5
Khyber Pakhtunkhwa	12.7	14.2	14.7	13.4	10.1
Men	10.0	10.7	11.6	9.7	9.5
Women	23.1	27.7	27.1	30.1	13.3
Urban	14.8	16.0	18.0	14.8	12.7
Rural	12.3	13.9	14.0	13.1	9.6
Balochistan	4.0	7.6	7.5	7.9	10.5
Men	3.4	7.0	7.7	6.9	7.7
Women	9.1	13.3	6.2	11.1	35.0
Urban	5.8	12.8	13.7	8.8	16.5
Rural	3.5	6.0	5.9	7.6	8.8
Islamabad Capital Territory					11.0
Men					10.4
Women					14.1
Urban					8.2
Rural					15.8

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 2.6. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Distribution of unemployed persons, aged 15+, by level of education (%)*						
Pakistan						
Less than one year of education	38.4	32.4	29.8	31.7	20.0	20.8
Pre-primary education	3.2	2.9	3.1	2.5	2.1	3.1
Primary but below middle	13.7	13.6	13.8	15.8	10.3	9.6
Middle but below matric	11.2	12.8	13.4	13.2	13.1	10.8
Matric but below intermediate	15.2	18.0	18.4	15.2	15.3	15.3
Intermediate but below degree	8.0	10.1	8.8	9.1	12.1	13.3
Degree	10.3	10.2	12.7	12.6	27.1	27.2
Men						
Less than one year of education	28.1	24.4	23.6	25.0	19.2	20.3
Pre-primary education	4.3	4.0	4.0	3.2	2.8	4.0
Primary but below middle	16.3	15.4	15.6	18.5	13.5	11.7
Middle but below matric	15.2	16.1	16.0	16.7	15.7	14.4
Matric but below intermediate	18.4	20.4	20.6	16.9	19.0	20.3
Intermediate but below degree	8.3	10.5	9.2	8.9	10.8	16.0
Degree	9.6	9.3	11.0	10.9	19.0	13.3
Women						
Less than one year of education	54.9	47.0	41.7	43.1	21.4	21.7
Pre-primary education	1.4	1.0	1.4	1.2	0.9	1.2
Primary but below middle	9.5	10.2	10.5	11.4	4.8	5.4
Middle but below matric	4.9	6.9	8.4	7.2	8.8	3.6
Matric but below intermediate	10.3	13.4	14.1	12.2	9.1	5.2
Intermediate but below degree	7.5	9.6	8.0	9.4	14.3	7.9
Degree	11.5	11.9	16.0	15.5	40.8	55.0
Urban						
Less than one year of education	29.0	25.0	20.1	21.0	14.5	15.9
Pre-primary education	2.1	2.4	2.3	2.0	2.1	1.9
Primary but below middle	13.8	12.4	14.1	14.1	10.1	9.0
Middle but below matric	14.2	14.7	15.0	15.0	16.0	8.8
Matric but below intermediate	16.0	20.4	21.1	18.5	16.5	17.9
Intermediate but below degree	9.1	11.0	10.2	10.8	9.1	13.6
Degree	15.8	14.0	17.2	18.7	31.8	32.9
Rural						
Less than one year of education	44.9	38.8	37.6	39.7	24.1	24.6
Pre-primary education	3.9	3.4	3.7	2.8	2.1	4.0
Primary but below middle	13.6	14.6	13.6	17.2	10.4	10.1
Middle but below matric	9.2	11.2	12.2	11.8	11.0	12.3
Matric but below intermediate	14.7	15.8	16.2	12.7	14.4	13.3

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Intermediate but below degree	7.2	9.3	7.7	7.8	14.4	13.1
Degree	6.6	6.9	9.1	8.1	23.6	22.7
Punjab						
Less than one year	38.9	34.6	31.4	31.7	21.9	22.7
Pre-primary education	4.0	4.0	3.7	3.1	3.0	3.8
Primary but below middle	16.8	16.1	15.6	18.4	11.5	10.9
Middle but below matric	13.3	13.7	16.1	15.1	14.1	12.7
Matric but below inter	12.9	15.8	17.4	14.6	13.3	13.6
Intermediate but below degree	5.6	7.8	6.1	7.1	8.2	9.5
Degree	8.5	8.0	9.7	10.0	27.9	26.8
Sindh						
Less than one year	37.5	27.0	1.6	30.1	17.8	13.1
Pre-primary education	1.4	1.3	27.5	1.0	0.4	0.6
Primary but below middle	9.1	10.1	11.6	11.2	10.8	5.2
Middle but below matric	9.2	13.7	10.1	12.8	16.1	4.9
Matric but below inter	15.9	20.3	19.9	17.5	15.8	18.0
Intermediate but below degree	12.5	14.1	12.6	11.5	16.9	23.8
Degree	14.4	13.6	16.7	15.9	22.3	34.5
Khyber Pakhtunkhwa						
Less than one year	35.9	32.0	26.8	19.4	14.1	23.6
Pre-primary education	2.5	1.6	2.5	1.1	0.3	4.1
Primary but below middle	8.0	9.9	10.2	8.0	5.0	11.0
Middle but below matric	7.6	9.5	7.7	6.0	7.2	10.1
Matric but below inter	22.5	22.1	20.1	18.8	20.6	17.1
Intermediate but below degree	9.8	11.2	14.0	21.4	19.9	13.5
Degree	12.7	13.8	18.7	25.3	33.0	20.7
Balochistan						
Less than one year	57.5	27.7	28.5	31.0	22.7	22.6
Pre-primary education	1.2	0.9	3.9	4.9	2.3	1.4
Primary but below middle	5.9	4.4	12.0	20.8	8.0	4.1
Middle but below matric	3.8	5.9	11.3	11.1	5.1	14.1
Matric but below inter	9.4	22.3	17.8	11.5	24.2	23.4
Intermediate but below degree	16.2	26.9	11.3	6.8	23.1	17.8
Degree	6.0	11.8	15.2	13.9	14.6	16.5
Islamabad Capital Territory						
Less than one year						16.4
Pre-primary education						2.8
Primary but below middle						14.5
Middle but below matric						18.0
Matric but below inter						11.3
Intermediate but below degree						10.5
Degree						26.5

* **Note:** The detailed breakdown by gender and region for each province is presented in Annex table 2.

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 2.7. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2014–15	2017–18
Employment by status in employment, aged 15+ (%)					
Pakistan					
Paid employee	36.5	36.9	39.7	39.4	43.0
Employer	1.3	1.5	1.3	1.4	1.4
Self-employed	35.6	36.3	34.9	37.2	35.8
Unpaid family helper	26.6	25.4	24.2	22.0	19.9
Men					
Paid employee	40.7	41.2	43.8	43.5	46.8
Employer	1.6	1.9	1.6	1.8	1.8
Self-employed	41.3	41.8	40.1	41.8	39.9
Unpaid family helper	16.4	15.2	14.4	12.9	11.6
Women					
Paid employee	20.8	21.6	24.9	25.3	29.0
Employer	0.2	0.2	0.1	0.1	0.1
Self-employed	14.6	16.6	15.9	21.5	20.6
Unpaid family helper	64.5	61.7	59.1	53.1	50.4
Urban					
Paid employee	54.8	54.1	56.6	56.3	58.4
Employer	3.2	3.3	3.0	3.2	2.9
Self employed	31.2	31.8	30.7	32.7	30.3
Unpaid family helper	10.8	10.8	9.8	7.9	8.4
Rural					
Paid employee	28.3	29.3	32.1	31.7	34.8
Employer	0.5	0.7	0.5	0.6	0.6
Self-employed	37.6	38.3	36.7	39.3	38.7
Unpaid family helper	33.7	31.8	30.7	28.5	26.0
Punjab					
Paid employee	35.6	35.9	39.2	38.2	40.1
Employer	1.1	1.3	1.4	1.5	1.3
Self-employed	36.2	36.9	35.0	36.4	36.1
Unpaid family helper	27.1	25.8	24.5	23.9	22.5

Decent work indicator	2009-10	2010-11	2012-13	2014-15	2017-18
Sindh					
Paid employee	39.2	39.0	42.3	43.3	49.3
Employer	2.0	2.1	1.3	1.3	1.2
Self-employed	32.6	32.3	32.7	35.0	33.5
Unpaid family helper	26.2	26.6	23.7	20.3	16.0
Khyber Pakhtunkhwa					
Paid employee	37.7	40.3	40.4	42.1	43.6
Employer	1.4	1.5	1.3	1.3	2.2
Self-employed	38.0	39.4	36.3	42.4	38.3
Unpaid family helper	22.8	18.9	21.9	14.2	16.0
Balochistan					
Paid employee	29.3	29.0	29.0	29.7	40.3
Employer	0.4	0.5	0.6	1.0	2.0
Self-employed	38.6	41.7	42.1	44.9	40.0
Unpaid family helper	31.7	28.7	28.4	24.4	17.6
Islamabad Capital Territory					
Paid employee					63.5
Employer					2.9
Self-employed					23.8
Unpaid family helper					9.7

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018.*

TABLE 2.8. Employment opportunities

Decent work indicator	2009-10	2010-11	2012-13	2014-15	2017-18
Employment by status in employment, aged 15+ (%)					
Pakistan					
Paid employee	36.5	36.9	39.7	39.4	43.0
Men	40.7	41.2	43.8	43.5	46.8
Women	20.8	21.6	24.9	25.3	29.0
Urban	54.8	54.1	56.6	56.3	58.4
Rural	28.3	29.3	32.1	31.7	34.8
Employer	1.3	1.5	1.3	1.4	1.4
Men	1.6	1.9	1.6	1.8	1.8
Women	0.2	0.2	0.1	0.1	0.1
Urban	3.2	3.3	3.0	3.2	2.9
Rural	0.5	0.7	0.5	0.6	0.6

Decent work indicator	2009-10	2010-11	2012-13	2014-15	2017-18
Self-employed	35.6	36.3	34.9	37.2	35.8
Men	41.3	41.8	40.1	41.8	39.9
Women	14.6	16.6	15.9	21.5	20.6
Urban	31.2	31.8	30.7	32.7	30.3
Rural	37.6	38.3	36.7	39.3	38.7
Unpaid family helper	26.6	25.4	24.2	22.0	19.9
Men	16.4	15.2	14.4	12.9	11.6
Women	64.5	61.7	59.1	53.1	50.4
Urban	10.8	10.8	9.8	7.9	8.4
Rural	33.7	31.8	30.7	28.5	26.0
Punjab					
Paid employee	35.6	35.9	39.2	38.2	40.1
Employer	1.1	1.3	1.4	1.5	1.3
Self-employed	36.2	36.9	35.0	36.4	36.1
Unpaid family helper	27.1	25.8	24.5	23.9	22.5
Sindh					
Paid employee	39.2	39.0	42.3	43.3	49.3
Employer	2.0	2.1	1.3	1.3	1.2
Self-employed	32.6	32.3	32.7	35.0	33.5
Unpaid family helper	26.2	26.6	23.7	20.3	16.0
Khyber Pakhtunkhwa					
Paid employee	37.7	40.3	40.4	42.1	43.6
Employer	1.4	1.5	1.3	1.3	2.2
Self-employed	38.0	39.4	36.3	42.4	38.3
Unpaid family helper	22.8	18.9	21.9	14.2	16.0
Balochistan					
Paid employee	29.3	29.0	29.0	29.7	40.3
Employer	0.4	0.5	0.6	1.0	2.0
Self-employed	38.6	41.7	42.1	44.9	40.0
Unpaid family helper	31.7	28.7	28.4	24.4	17.6
Islamabad Capital Territory					
Paid employee					63.5
Employer					2.9
Self-employed					23.8
Unpaid family helper					9.7

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018*.

TABLE 2.9. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2014–15	2017–18
Proportion of own-account and contributing family workers in total employment, aged 15+ (%)					
Pakistan	62.2	61.6	59.0	59.2	55.6
Men	57.7	57.0	54.6	54.7	51.5
Women	79.0	78.3	75.0	74.6	70.9
Urban	42.0	42.6	40.4	40.6	38.7
Rural	71.2	70.0	67.4	67.7	64.6
Punjab	63.3	62.8	59.4	60.3	58.6
Men	58.4	57.8	54.9	55.9	53.9
Women	77.6	76.7	72.2	71.9	71.2
Urban	45.4	46.9	43.0	42.9	42.3
Rural	70.5	69.1	66.1	67.4	66.5
Sindh	58.8	58.9	56.4	55.4	49.5
Men	55.2	55.2	52.1	51.8	47.5
Women	80.8	79.5	79.9	78.3	64.3
Urban	35.2	34.4	34.7	35.3	31.4
Rural	77.3	77.5	73.5	72.1	66.5
Khyber Pakhtunkhwa	60.9	58.2	58.3	56.6	54.3
Men	55.8	52.3	52.7	50.6	49.3
Women	85.1	85.6	84.4	83.9	80.8
Urban	43.3	43.3	44.9	41.2	43.3
Rural	64.4	61.3	61.0	59.9	56.8
Balochistan	70.3	70.5	70.4	69.3	57.7
Men	68.2	68.5	68.2	64.6	56.1
Women	89.2	92.7	91.0	92.7	76.5
Urban	53.4	53.7	49.7	52.7	45.6
Rural	74.9	75.3	76.4	74.4	61.7
Islamabad Capital Territory					33.5
Men					32.4
Women					40.3
Urban					30.9
Rural					37.0

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018.*

TABLE 2.10. Employment opportunities

Decent work indicator	2009–10	2010–11	2012–13	2014–15	2017–18
Share of wage employment in non-agriculture employment, aged 15+ (%)					
Pakistan	58.3	57.9	59.6	58.5	61.3
Men	58.0	57.6	59.3	58.9	61.0
Women	60.4	60.4	62.0	55.6	62.8
Urban	57.5	56.8	59.6	58.5	60.9
Rural	59.1	58.9	59.5	58.5	61.6
Punjab	56.5	55.3	56.9	56.7	58.5
Men	56.2	54.8	56.4	56.7	57.9
Women	58.3	58.4	59.8	57.0	61.6
Urban	54.7	53.3	56.4	56.0	57.1
Rural	58.1	57.0	57.4	57.4	59.8
Sindh	62.4	63.4	65.9	63.9	67.9
Men	61.7	62.4	65.3	63.8	67.8
Women	76.1	78.3	75.5	66.6	69.2
Urban	62.3	62.9	65.8	64.0	68.4
Rural	62.6	64.6	66.3	63.7	66.7
Khyber Pakhtunkhwa	59.6	60.2	60.2	61.3	61.3
Men	60.1	61.0	60.4	61.5	61.5
Women	54.0	50.8	56.8	58.3	58.9
Urban	57.0	55.7	56.3	56.8	55.2
Rural	60.5	61.8	61.7	62.8	63.4
Balochistan	53.9	54.4	57.2	46.1	59.2
Men	53.4	54.7	56.9	50.9	59.1
Women	68.0	42.2	64.0	15.4	61.4
Urban	51.0	50.1	54.8	48.1	56.1
Rural	55.6	57.3	58.8	45.1	60.9
Islamabad Capital Territory					66.8
Men					64.9
Women					81.0
Urban					68.7
Rural					64.1

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on employment opportunities

FIGURE 19. Employment-to-population ratio, aged 15+, 2009–2018

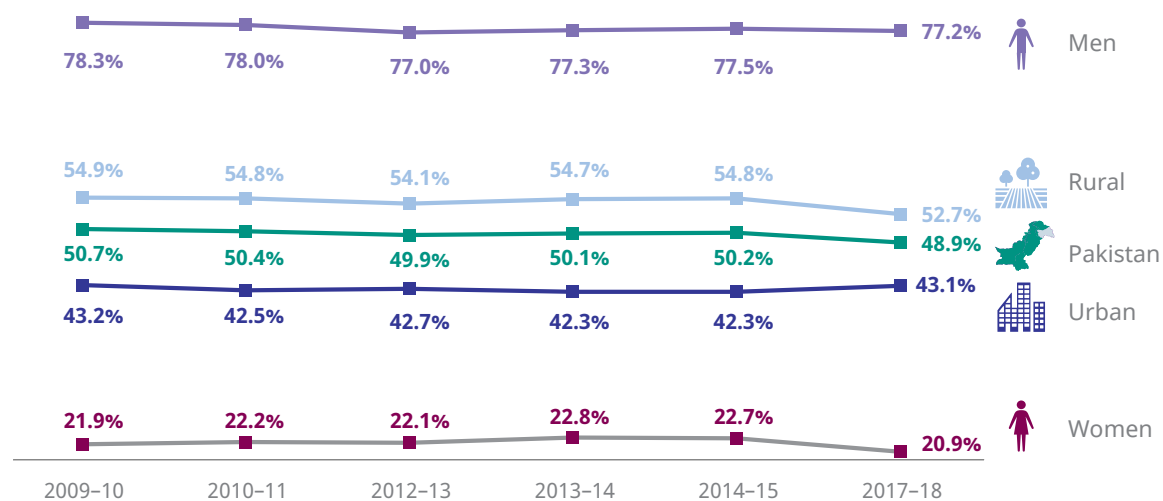


Figure 20. Employment-to-population ratio by province, aged 15+, 2009–2018

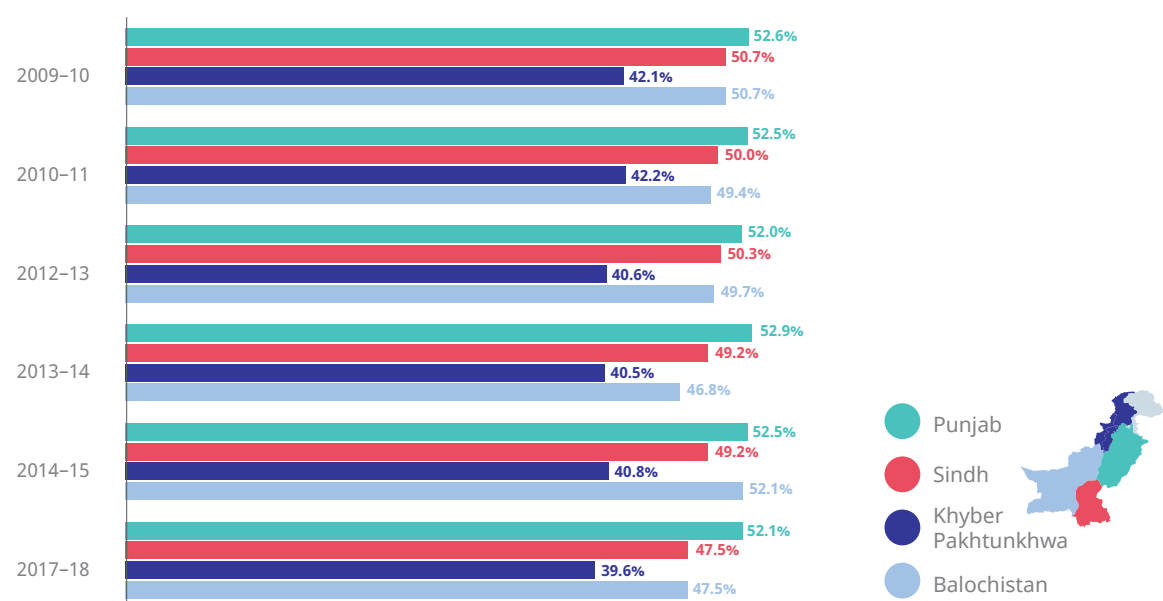


FIGURE 21. Unemployment rate (population aged 15+), 2009–2018 (%)

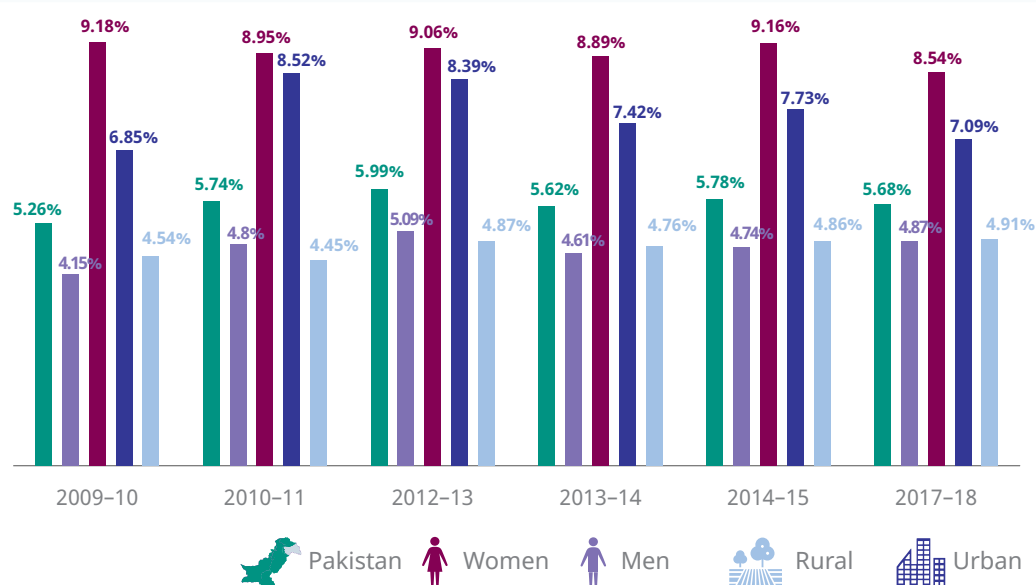


FIGURE 22. Unemployment rate by province, aged 15+, 2009–2018 (%)

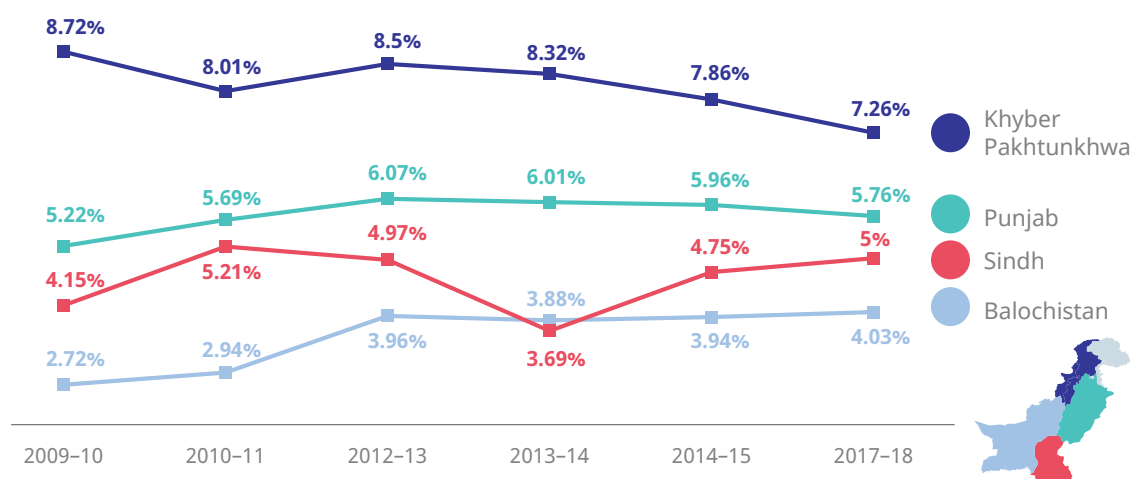


FIGURE 23. Share of youth not in employment or education, aged 15 –24, 2009–2018 (%)

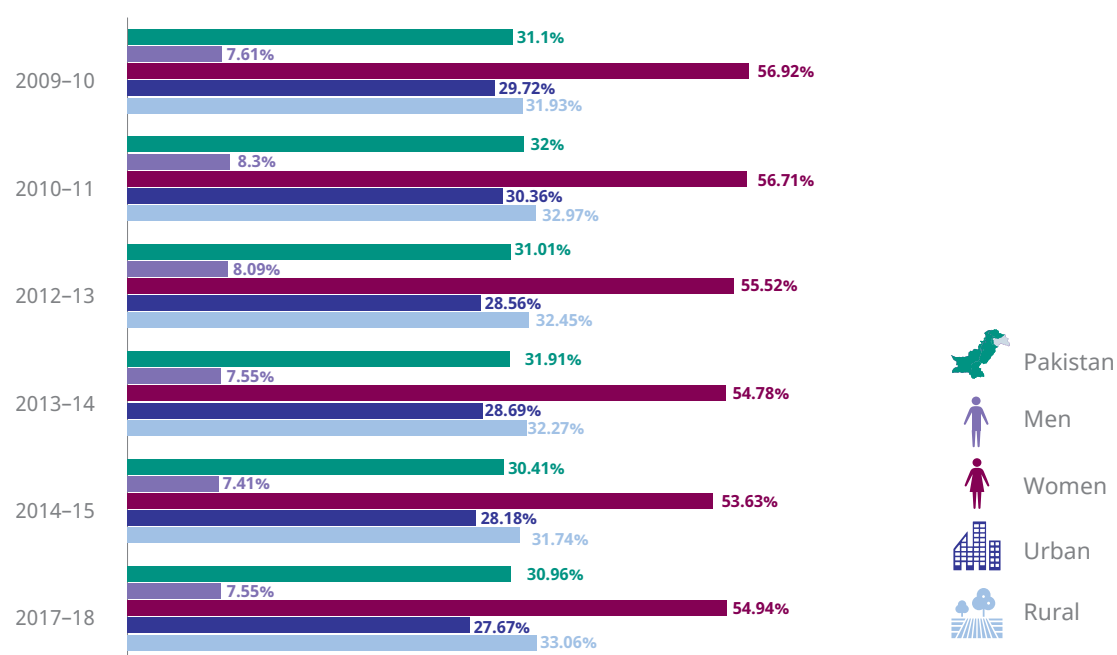


FIGURE 24. Share of youth not in employment or education by province, aged 15 –24, 2009–2018 (%)

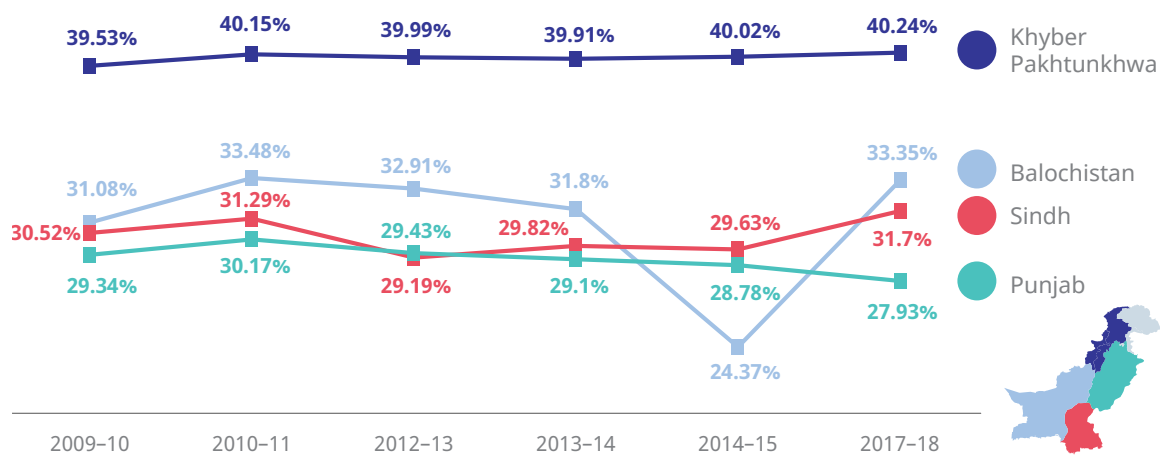


FIGURE 25. Informal sector employment, aged 15+, 2009–2018 (%)

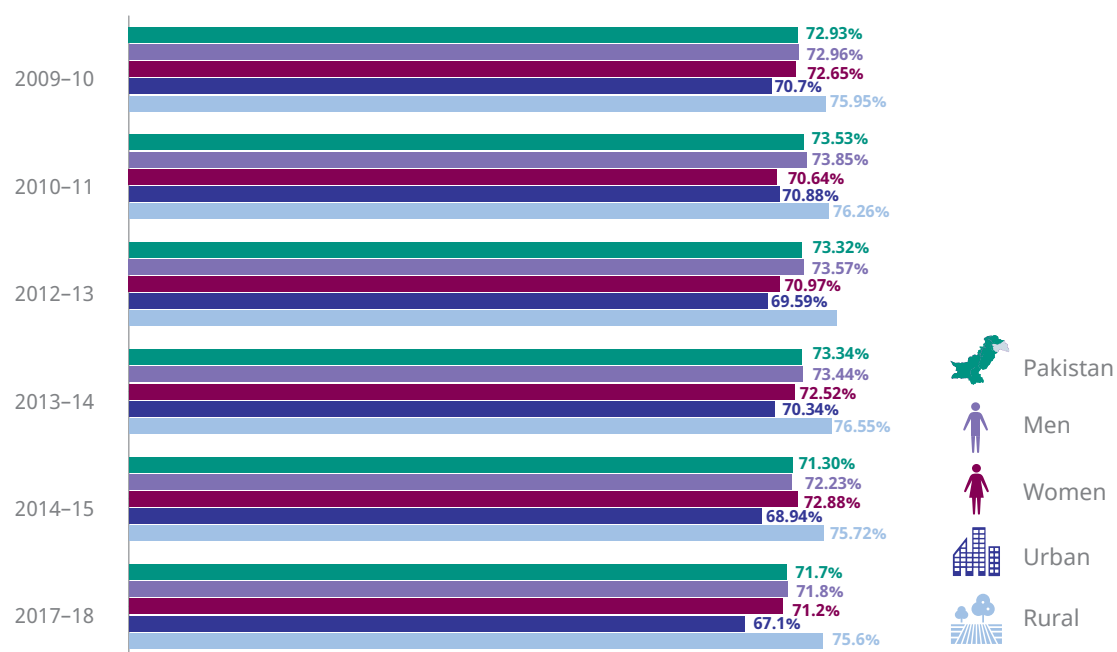


FIGURE 26. Informal sector employment by province, aged 15+, 2009–2018 (%)

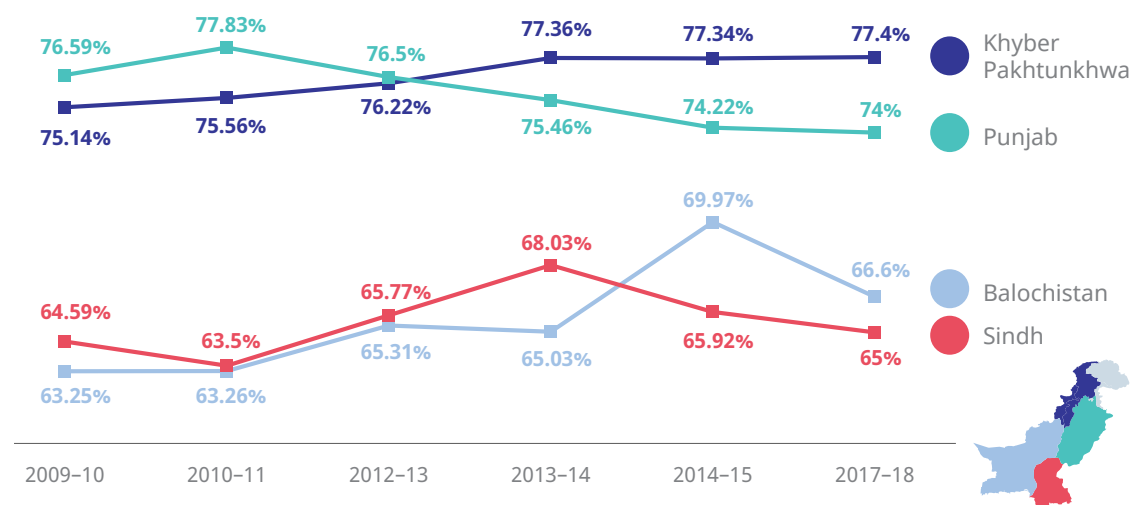


FIGURE 27. Labour force participation rate, aged 15+, 2009–2018 (%)

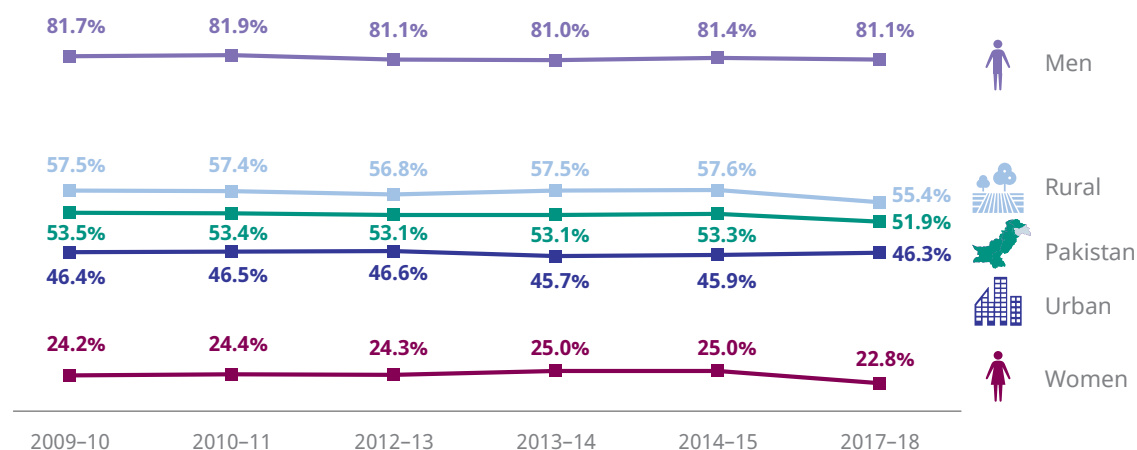


FIGURE 28. Labour force participation rate by province, aged 15+, 2009–2018 (%)

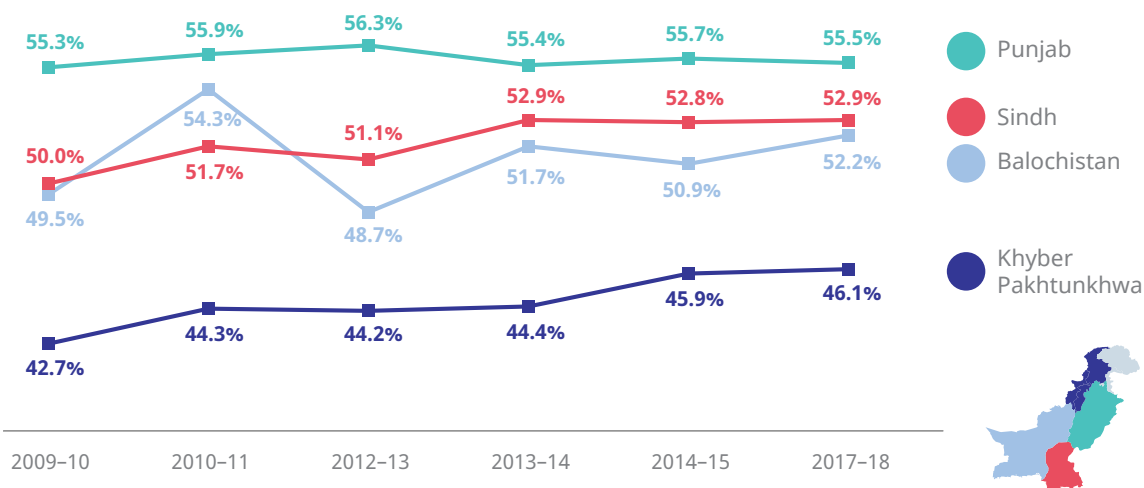


FIGURE 29. Youth unemployment rate, aged 15–24, 2009–2018 (%)

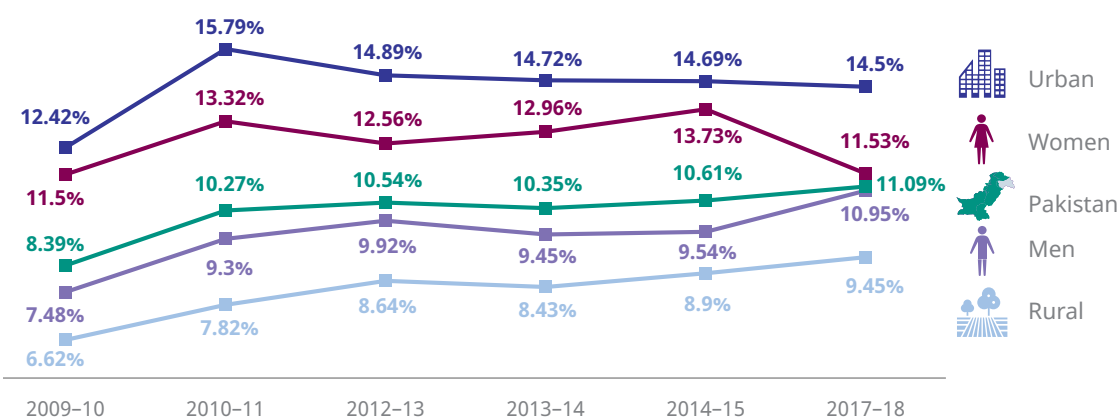


FIGURE 30. Youth unemployment rate by province, aged 15-24, 2009-2018 (%)

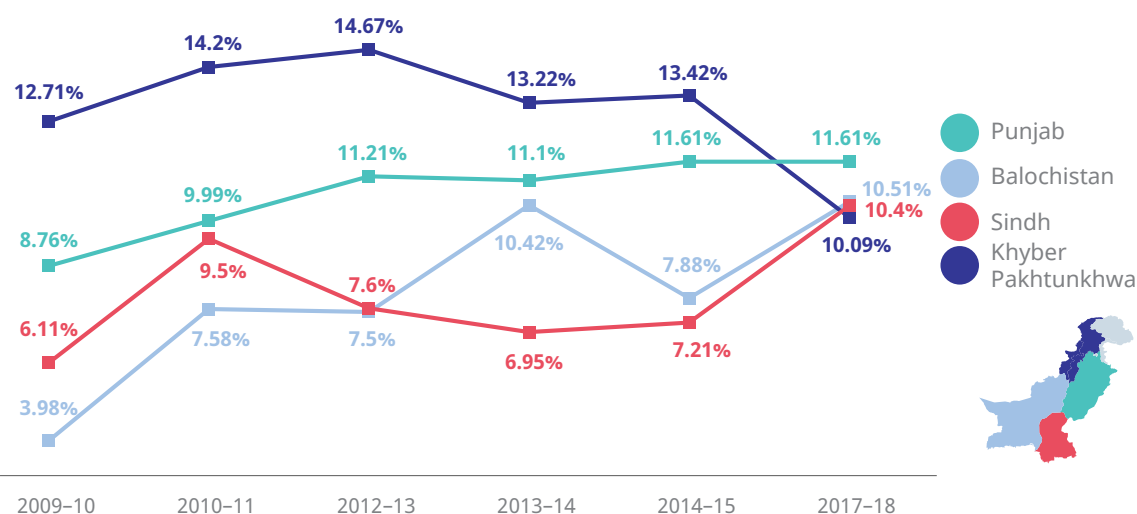


FIGURE 31. Unemployed by level of education, aged 15+, 2009-2010 and 2017-18 (%)

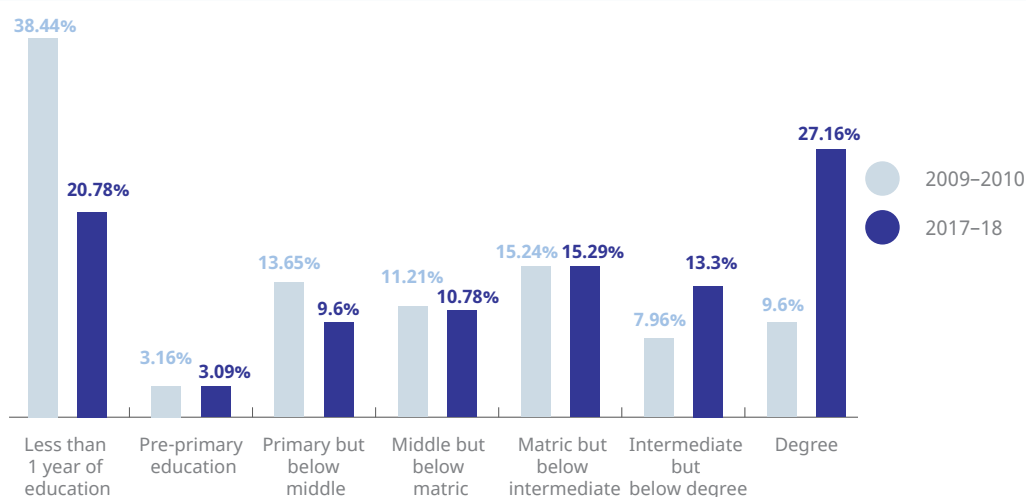


FIGURE 32. Employment by employment status, aged 15+, 2009-2018 (%)

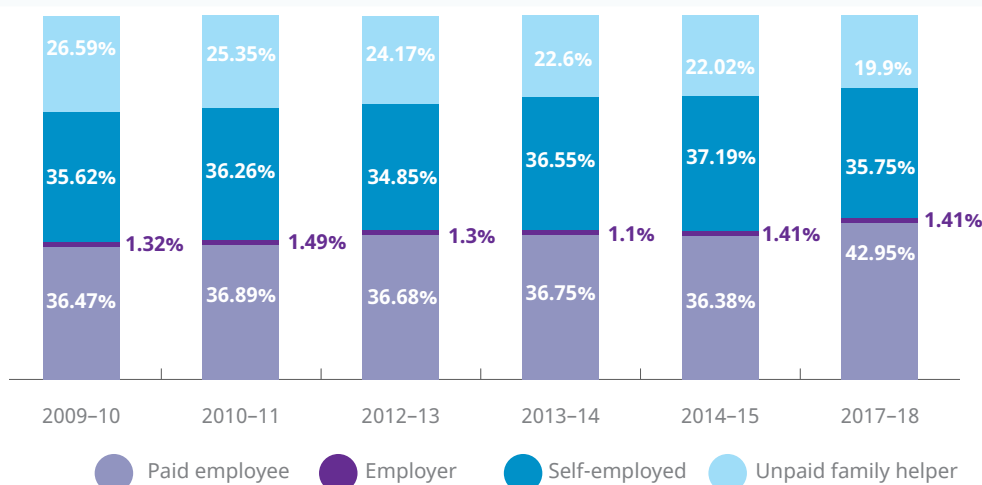


FIGURE 33. Proportion of own account and contributing family workers in total employment, aged 15+, 2009–2018 (%)

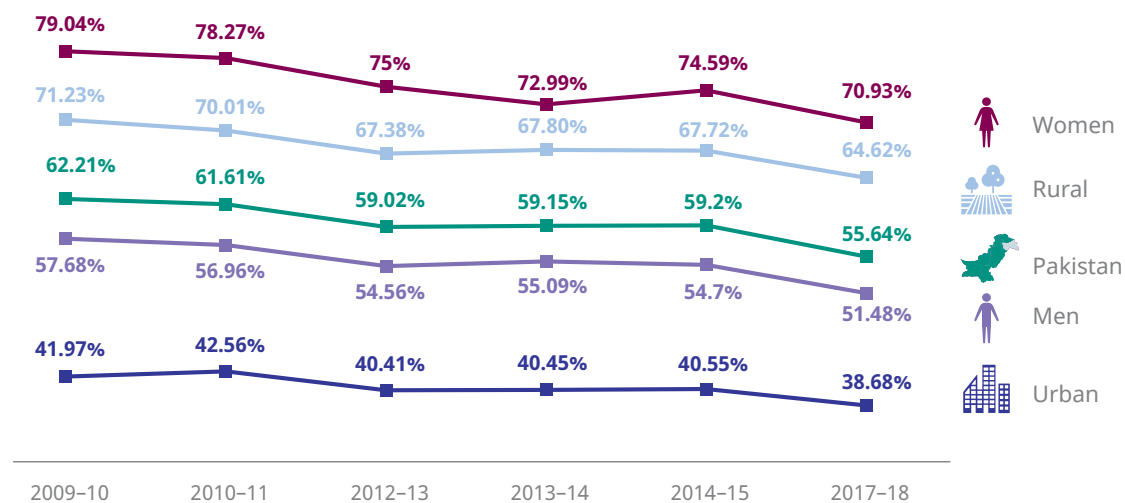


FIGURE 34. Proportion of own account and contributing family workers in total employment by province, aged 15+, 2009–2018 (%)

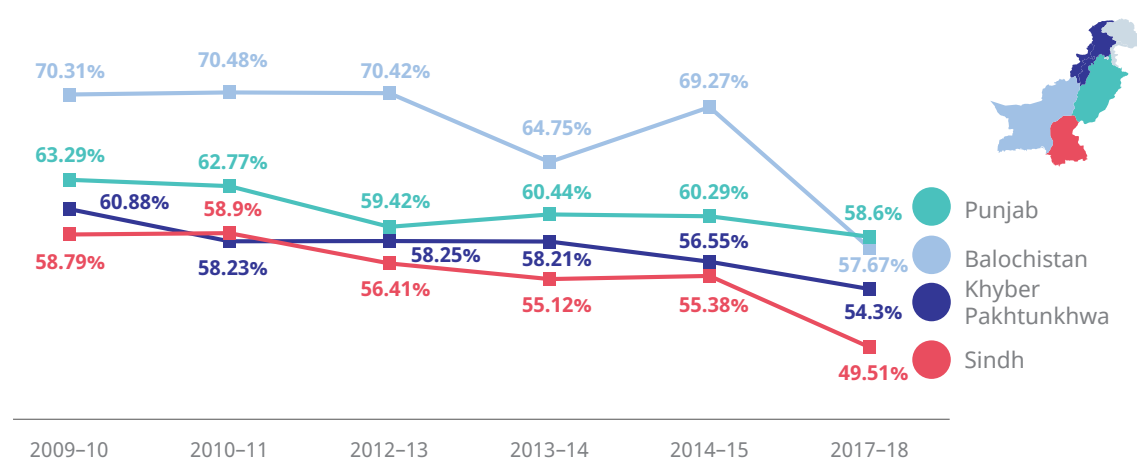


FIGURE 35. Share of wage employment in non-agricultural employment, aged 15+, 2009–2018 (%)

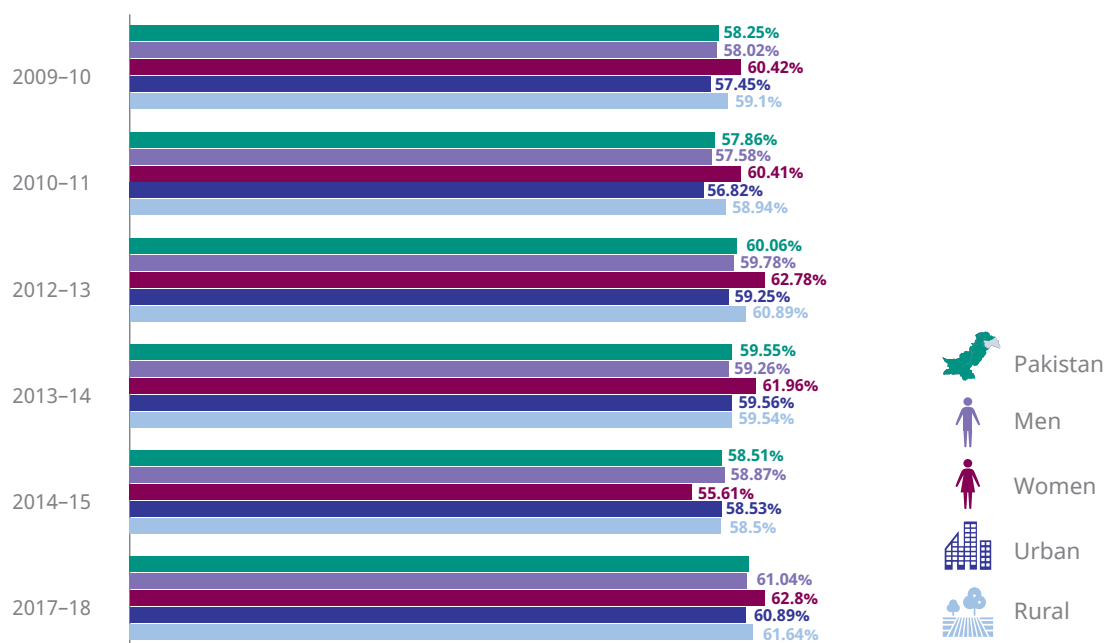
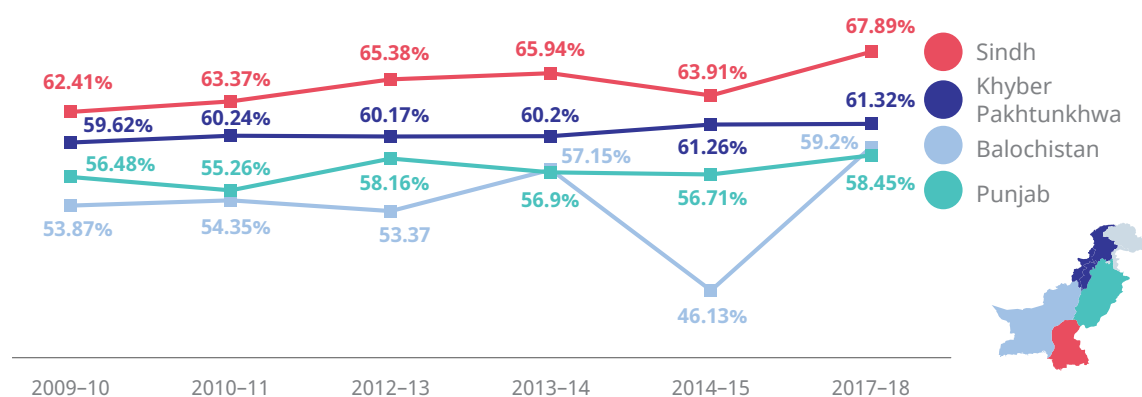


FIGURE 36. Share of wage employment in non-agricultural employment by province, aged 15+, 2009–2018 (%)





3

▶ 3 Adequate earnings and productive work



Workers' ability to engage in productive work, and to earn an adequate income to provide a reasonable standard of living for themselves and their families, are important dimensions of decent work. The ILO Minimum Wage Fixing Convention, 1970 (No. 131) encourages Member States to establish a system of minimum wages, with a broad scope of application, as well as to put institutional mechanisms in place to periodically fix and adjust minimum wages. While Pakistan has not ratified the Convention, it has a system in place to determine and implement minimum wages (for details, see box 4).

The low pay rate, defined as the share of employees with monthly earnings less than two-thirds of median earnings, is an important indicator for assessing the workforce's adequate earnings. Available figures indicate that approximately one-quarter of Pakistan's paid employees earned 'low pay' between 2009 and 2018. The low pay rate has been on an upward trajectory since 2012–13 (20.8 per cent), reaching 25.2 per cent in 2017–18. Gender disaggregation reveals that the low pay rate was higher for women who are paid employees (between 28 and 35 per cent) than for men (16 to 24 per cent). The low pay rate was slightly higher in rural areas than in urban centres (21 to 23 per cent).

Provincial analysis indicates that between 2009 and 2014, the prevalence of the low pay rate was highest in Punjab, although it declined subsequently. This rate was highest in Sindh since 2014–15, increasing from 22.5 per cent in 2013–14 to 31.6 per cent by 2017–18. The prevalence of low pay was lowest in Islamabad Capital Territory in 2017–18, where only 18.4 per cent of paid employees earned less than two-thirds of the median wage.

Analysis of paid employees' real hourly earnings across different occupations offers a picture of workers' income. Trends in real hourly earnings across nine major occupation groups shows that earnings were lowest for workers engaged in 'elementary' occupations, followed closely by skilled agricultural workers. Among 'upper' occupation groups ('white collar' jobs), real hourly earnings were highest for employees who worked as legislators and senior officials, followed by professionals.



**25.2
per cent**

of employees
received 'low pay'
in 2017–18

Gender disaggregation across all occupational groups reveals that the hourly earnings of men were generally higher than those of women employees. The gender gap was lowest among legislators and senior officials; in fact, the hourly earnings of women in this category were slightly higher than men's between 2009 and 2013.

Provincial analysis reveals significant differences in hourly earnings across each occupation group. For instance, the hourly earnings of skilled agricultural workers were highest in Balochistan and lowest in Punjab. For the highest category of employees, the hourly earnings of legislators and senior officials were highest in Balochistan and Sindh, and highest for professionals in Sindh.



**Men
earned
more than
women**

across all
occupational
groups

Paid employees' average real monthly earnings** increased continually, from PKR 6,779 in 2009–10 to PKR 8,660 in 2017–18, at an annual average rate of around 3 per cent. Men who were paid employees had higher earnings than women, and the gender gap widened in the latter half of the period. Urban employees also earned more than rural employees, with the gap in their earnings peaking between 2013 and 2015.

Among Pakistan's four provinces, real monthly earnings of paid employees were highest in Balochistan, growing at a high annual rate of 3.6 per cent – from PKR 7,584 in 2009–10 to PKR 10,347 in 2017–18.

Employees in Sindh received the second highest earnings during 2009–13, while those in Punjab received the lowest. In 2017–18, real earnings were higher in Islamabad Capital Territory than anywhere else in the country (at PKR 11,918 per month), with a minor gender gap. During most of the 2009–18 period, the officially notified minimum wage was higher than the median wage across all provinces, except Balochistan.

** The average monthly earnings of paid employees between 2009–10 and 2017–18 have been calculated using the prices of 2007–08 to capture real wage growth of 27.7 per cent for this period, or a real annual growth rate of 3.1 per cent. The 2017–18 nominal average monthly earnings of paid employees are estimated at PKR 19,105.78.

Box 4. Legal framework indicator 4: Minimum wage

Laws, policies and institutions

Minimum wages in Pakistan are governed by federal laws, including:

- the Coal Mines (Fixation of Rates of Wages) Ordinance, 1960;
- the Minimum Wages Ordinance, 1961 (only applicable in Islamabad Capital Territory and Balochistan);
- the Pakistan Minimum Wages for Unskilled Workers Ordinance, 1969 (only applicable in Islamabad Capital Territory and Balochistan); and
- the Newspaper Employees (Condition of Service) Act, 1973.

They are also governed by provincial and territorial laws, namely:

- the Minimum Wages Ordinance, 1961, adapted in Punjab through the 2012 Amendment Act;
- the Punjab Domestic Workers Act, 2019;
- the Sindh Minimum Wages Act, 2015;
- the Sindh Home Based Workers Act, 2018;
- the Khyber Pakhtunkhwa Payment of Wages Act, 2013;
- the Khyber Pakhtunkhwa Minimum Wages Act, 2013;
- the Azad Jammu and Kashmir Minimum Wages for Unskilled Workers Act, 1975;
- the Azad Jammu and Kashmir Minimum Wages Act, 1976; and
- the Azad Jammu and Kashmir Payment of Wages Act, 2017.

Wages, as defined under the Minimum Wages Ordinance, encompass all remuneration, expressible in monetary terms, and payable to a person when they fulfil the express or implied terms of their employment contract. However, wages do not include contributions paid by employers on behalf of workers under any social insurance schemes, pension funds or provident funds; travelling allowances or the value of any travelling concession; the amount paid to defray special expenses incurred by workers for their employment; any sum paid as an annual bonus; or any gratuity paid when a contract is terminated. The Minimum Wages Ordinance applies to all employees of industrial establishments, whether skilled or unskilled workers, apprentices or domestic workers. It excludes the employees of federal or provincial governments, coal mines or persons employed in agriculture. Wages are meant to be paid in cash, using current coins and currency notes. Khyber Pakhtunkhwa has taken the lead in initiating the payment of wages through bank transfers.

Following the 18th Constitutional Amendment, minimum wages are no longer set at the federal level; instead, they are separately determined and implemented by the provinces. According to the Minimum Wages Ordinance, provincial governments are responsible for determining the minimum wage – based on the recommendations of Provincial Minimum Wages Boards, through notification in official gazettes – for certain classes of industries, occupations and workers.

They include apprentices employed in a coal mine or industry to undertake any skilled, unskilled, intellectual, technical, clerical, manual or other work, including domestic work, for hire and reward, other than persons employed by federal or provincial governments. Minimum Wage Boards may decide to specify rates for time-based work (on an hourly, daily, weekly or monthly basis) and piecework, either uniformly or with local variations.

Minimum wage rates for any industry may be reviewed in light of any changes in economic conditions, the cost of living, demand, and other relevant factors. No recommendation is meant to be reviewed earlier than one year after these changes, and no later than three years thereafter, unless special circumstances arise. Based on these recommendations, Provincial Departments of Labour issue detailed Minimum Wage Notifications for different industries in their provinces.

Between 1993 and June 2018, the monthly minimum wage for unskilled workers was raised from PKR 1,500 to PKR 15,600 per month. The rates for semi-skilled, skilled, highly skilled and other workers were also raised at a comparable similar rate. In Punjab, the Labour and Human Resource Department notified minimum wage rates for ministerial, highly skilled, semi-skilled and skilled workers in the province's 102 industries. In recent years, there has been a trend of increasing minimum wages for workers when announcing federal and provincial budgets, rather than announcing a wage increase for the private sector.

Government employees' wages are fixed through the Pay Commission. The minimum wage for unskilled workers is determined by legislation through amendments to the schedule of the Minimum Wages for Unskilled Workers Ordinance, 1969. In the context of devolution since 2010, wages for unskilled workers are announced under the Minimum Wages Ordinance, 1961 and the Minimum Wages for Unskilled Workers Ordinance, 1969, alongside provincial frameworks. These are the Khyber Pakhtunkhwa Minimum Wages Act, 2013; the Minimum Wages Ordinance, 1961, adapted in Punjab by the 2012 Amendment Act; the Sindh Minimum Wages Act, 2015; and Azad Jammu and Kashmir's Minimum Wages for Unskilled Workers Act, 1975, Minimum Wages Act, 1976, and Payment of Wages Act, 2017.

Like the federal Minimum Wages Ordinance, the latter act applies to all employees of industrial and commercial establishments (skilled, unskilled, apprentices and domestic workers) and excludes the employees of federal or provincial governments, coal mines and persons employed in agriculture. Minimum wage rates for workers in coal mines are determined under the Coal Mines (Fixation of Rates of Wages) Ordinance, 1960, in consultation with Miners Welfare Boards. Provincial Governments issue minimum wage notifications for coal miners and may consult Miners Welfare Board in this regard, although consultations are not obligatory.

For newspaper employees, wages are determined under the Wage Board Award. Wages are fixed by the Wage Board constituted specifically for this purpose, taking into consideration the cost of living, current wage rates in comparable employment, circumstances relevant to the newspaper industry in different regions, and other factors that the board considers appropriate and relevant. The Wage Board, which includes equal representation of newspaper workers and employers, is constituted under Newspaper Employees (Conditions of Service) Act, 1973. The 8th Wage Board was constituted in September 2013; however, no award has been announced to date.

The Governments of Punjab and Sindh have promulgated laws to protect informal sector workers. The Punjab Domestic Workers Act, 2019, protects the rights of the domestic workers, regulates their terms of employment and working conditions, including social protection, and ensures the payment of minimum wages. Section 8 of the act specifies that every domestic worker must be paid within the period of time outlined in their letter of employment, and that their wages must be no less than the wages specified by the Government under the act. Section 5 of the Sindh Home Based Workers Act, 2018, affirms that every registered home-based worker is entitled to all social, medical and maternity benefits, compensation, and marriages and death grants available to workers, as envisaged in all labour laws. As such, the minimum wages of home-based workers are protected inter alia.

Punishments for any employer who fails to pay employees the legally established minimum wage include imprisonment for a term that may extend to six months, a fine of up to PKR 500 (equivalent to US\$3.11 using the operational exchange rate for June 2020, or US\$3.56 using the rate for the end of 2018)⁶, or both. Under the Payment of Wages Act, 1936, provincial governments have appointed Inspectors to monitor the implementation of wage rates and other procedures under relevant laws. They have also appointed Payment of Wages Authorities to hear and decide all claims on wages, non-payment or delays in payment related to provident funds or gratuities payable under any law, or delays in the payment of wages under applicable Wages Acts.

Evidence of implementation

With regard to the Right to Organize and Collective Bargaining Convention, 1949 (No. 98), the Committee of Experts on the Application of Conventions and Recommendations has repeatedly requested the Government of Pakistan to take necessary legislative measures to end the practice of determining wage rates and other employment conditions in the public sector, through government-appointed tripartite wages commissions.

⁶The UN operational exchange rate for June 2020 was PKR 160.98 for US\$1, rising from PKR 155.286 in December 2019 and PKR 139.85 in December 2018. See: <https://treasury.un.org/operationalrates/OperationalRates.php>

In terms of the implementation of wage laws, it is important to distinguish between the coverage of workers in law and in practice:

- **Coverage of workers in law:** All workers in the formal sector – both public and private – are covered under relevant laws.
- **Coverage of workers in practice:** More than 80 per cent of workers are engaged in Pakistan's informal sector, including in agriculture, leaving them beyond the scope of existing legal provisions. As such, the effective coverage of minimum wage laws remains low. Due to weak enforcement mechanisms, a large share of workers covered by minimum wage laws are paid below the minimum wage. In 2012–13, a significant number of workers earned below the federal statutory minimum wage of PKR 8,000, while 24.59 per cent earned PKR 5,000 or less.⁷

Ratification of ILO Conventions

Pakistan has not ratified the Minimum Wage Fixing Convention, 1970 (No. 131).

Sources: ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 11 June 2020; federal and provincial wage laws; Notifications by the Governments of Punjab, Sindh, Khyber Pakhtunkhwa, Balochistan, Islamabad Capital Territory, and Azad Jammu and Kashmir, Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

⁷ Based on the Labour Force Survey 2012–13, cited in Zeenat Hisam (ed.), "Introduction", in *Status of Labour Rights in Pakistan: The Year 2014* (Pakistan Institute of Labour Education & Research, 2015), p.20.

TABLE 3. Adequate earnings and productive work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Low pay rate						
Pakistan	23.9	24.3	20.8	23.4	24.4	25.2
Men	20.7	22.6	21.4	16.4	24.0	20.6
Women	28.2	33.1	30.7	32.5	35.6	31.8
Urban	23.1	22.9	21.1	21.3	22.3	23.0
Rural	27.2	23.8	23.5	23.3	22.7	26.9
Punjab	26.9	24.7	23.4	23.3	22.2	25.5
Men	20.7	21.1	16.1	18.6	19.8	19.6
Women	31.8	31.5	25.4	22.4	28.3	29.7
Urban	23.2	22.2	25.1	20.0	25.0	23.9
Rural	31.5	25.5	24.4	26.3	26.3	27.5
Sindh	24.7	23.5	22.5	17.7	28.0	26.8
Men	27.4	21.6	20.5	15.5	25.9	23.9
Women	35.4	36.2	25.6	26.4	27.6	24.7
Urban	24.8	20.7	16.3	17.1	23.6	22.7
Rural	26.2	22.8	23.0	17.8	22.9	18.8
Khyber Pakhtunkhwa	20.4	20.0	21.0	18.4	20.9	18.0
Men	19.0	18.9	20.3	17.7	20.0	16.5
Women	35.7	36.8	29.8	37.0	33.7	36.1
Urban	24.6	27.2	27.7	24.1	25.2	22.0
Rural	19.9	19.9	20.2	18.1	20.6	17.3
Balochistan	17.6	19.7	21.4	26.7	23.3	20.7
Men	16.9	19.6	21.1	26.8	23.3	20.5
Women	37.2	21.9	36.2	28.2	28.9	29.3
Urban	25.2	21.8	32.4	27.5	30.7	25.1
Rural	17.6	18.1	17.3	17.7	20.2	21.3
Islamabad Capital Territory						21.7
Men						18.4
Women						35.6
Urban						21.8
Rural						14.5

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 3.1. Adequate earnings and productive work

Decent work indicator	2009–10	2010–11	2012–13*	2013–14	2014–15	2017–18
Average hourly earnings in selected occupations (PKR)						
Legislators, senior officials and managers						
Both genders	102.0	122.6	512	254.9	245.5	281.5
Men	101.4	121.4	503	259.8	245.1	283.6
Women	115.5	139.9	881	192.1	242.8	268.1
Urban	111.0	131.1	575	272.7	250.3	289.4
Rural	66.0	83.6	344	160.5	215.8	250.7
Punjab	92.7	114.8	605	231.0	254.5	287.2
Sindh	114.4	130.8	390	280.1	232.2	265.2
Khyber Pakhtunkhwa	103.8	111.7	847	249.9	235.1	301.7
Balochistan	109.9	113.0	1219	300.3	284.7	349.7
Islamabad Capital Territory						306.0
Professionals						
Both genders	91.5	110.4	734	135.2	143.8	175.3
Men	88.0	108.8	721	145.8	157.0	189.7
Women	113.1	120.6	856	107.8	109.1	142.3
Urban	115.1	133.9	926	156.8	159.7	194.1
Rural	50.2	72.4	487	107.8	123.8	148.0
Punjab	73.2	96.1	606	121.0	123.1	152.2
Sindh	121.3	137.3	644	161.8	176.7	207.9
Khyber Pakhtunkhwa	82.8	100.6	850	130.6	142.0	182.1
Balochistan	96.5	119.1	758	147.3	167.7	198.5
Islamabad Capital Territory						203.8
Technicians and associate professionals						
Both genders	59.1	70.6	604	94.9	107.6	127.0
Men	62.9	76.2	650	97.1	111.0	130.5
Women	49.0	56.1	485	73.5	73.3	102.6
Urban	64.9	71.3	630	107.8	117.4	134.5
Rural	53.5	70.4	569	74.6	93.4	113.7
Punjab	55.3	65.4	638	87.0	103.1	118.0
Sindh	65.3	75.4	549	100.7	107.6	132.7
Khyber Pakhtunkhwa	57.9	74.4	686	101.8	116.4	131.6
Balochistan	64.9	84.8	587	125.4	137.7	158.7
Islamabad Capital Territory						168.8
Clerks						
Both genders	60.4	69.5	556	97.6	106.4	136.8
Men	60.6	69.4	564	98.2	107.2	137.7
Women	53.4	70.5	402	72.4	100.7	95.9
Urban	63.6	70.5	561	100.8	106.0	143.5

Decent work indicator	2009–10	2010–11	2012–13*	2013–14	2014–15	2017–18
Rural	53.6	67.9	547	90.4	108.3	121.5
Punjab	55.8	66.7	574	94.4	100.2	128.4
Sindh	65.8	69.2	541	97.4	105.4	140.1
Khyber Pakhtunkhwa	59.4	78.5	567	102.0	131.3	154.0
Balochistan	63.9	79.9	602	115.5	124.8	150.9
Islamabad Capital Territory						157.7
Service workers, shop and market sales workers						
Both genders	33.2	35.4	319	48.1	51.9	69.6
Men	33.1	35.4	320	48.2	51.8	69.7
Women	29.9	37.0	278	40.9	59.6	72.1
Urban	33.1	34.4	315	47.7	51.4	69.9
Rural	33.2	36.9	324	48.7	52.6	69.4
Punjab	32.2	33.0	377	43.5	48.0	62.7
Sindh	34.2	36.9	312	48.7	51.9	75.3
Khyber Pakhtunkhwa	31.4	39.7	301	54.8	59.6	76.8
Balochistan	39.5	46.2	393	77.4	82.2	88.0
Islamabad Capital Territory						76.6
Skilled agriculture and fishery workers						
Both genders	31.9	33.6	251	48.4	50.8	83.7
Men	31.5	34.1	265	49.0	50.8	84.9
Women	44.0	26.2	119	24.4	42.1	32.8
Urban	33.7	52.0	324	57.3	56.8	96.7
Rural	31.5	30.5	232	45.5	47.8	75.3
Punjab	29.6	30.9	313	43.5	50.2	76.8
Sindh	28.1	35.6	223	48.7	45.4	81.2
Khyber Pakhtunkhwa	43.4	40.1	242	62.4	66.5	107.4
Balochistan	55.9	55.1	443	71.8	84.0	139.2
Islamabad Capital Territory						118.7
Craft and related trade workers						
Both genders	36.1	39.1	299	52.8	62.4	78.5
Men	37.6	40.6	309	55.1	65.4	83.2
Women	20.1	21.2	169	30.4	30.4	36.8
Urban	35.7	39.1	298	52.0	63.4	78.5
Rural	36.4	39.2	301	53.5	61.0	77.9
Punjab	35.3	37.9	378	49.8	57.2	74.0
Sindh	36.0	38.7	287	53.4	69.0	76.2
Khyber Pakhtunkhwa	41.5	49.0	294	70.2	74.4	96.3
Balochistan	45.4	46.6	389	62.0	74.9	97.9
Islamabad Capital Territory						101.0

Decent work indicator	2009–10	2010–11	2012–13*	2013–14	2014–15	2017–18
Plant and machinery operators and assemblers						
Both genders	34.6	36.8	303	49.5	53.6	73.0
Men	34.5	36.7	303	49.7	53.8	73.1
Women	26.2	42.7	192	37.1	35.7	56.9
Urban	37.5	37.9	315	52.2	55.4	78.8
Rural	31.9	35.9	292	47.0	52.2	68.2
Punjab	33.3	34.5	302	45.8	51.3	67.4
Sindh	35.9	36.9	287	51.8	51.9	75.7
Khyber Pakhtunkhwa	34.9	42.1	325	53.3	59.6	83.0
Balochistan	40.2	48.2	372	76.6	73.3	86.1
Islamabad Capital Territory						88.7
Elementary occupations						
Both genders	27.0	31.8	234	40.1	45.9	62.1
Men	28.2	33.6	253	44.0	48.5	66.9
Women	18.7	19.5	141	25.0	35.2	37.3
Urban	29.1	33.7	266	46.4	51.1	69.3
Rural	26.3	31.0	223	37.5	44.3	59.5
Punjab	26.3	30.3	294	36.0	44.5	60.4
Sindh	27.0	30.9	218	41.8	43.0	56.6
Khyber Pakhtunkhwa	29.5	36.8	241	52.2	57.1	73.6
Balochistan	32.3	43.9	340	60.8	61.3	87.0
Islamabad Capital Territory						81.6

* **Note:** Figures on average hourly earnings for 2012–13 and onward are based on the new Pakistan Standard Classification of Occupations (PSCO), 2015, derived from the International Standard Classification of Occupations 2008. Figures on earnings from earlier rounds of the Labour Force Survey are based on the Pakistan Standard Classification of Occupations 1994, drawn from the International Standard Classification of Occupations 1988. The figures for 2012–13 are based on an interim version of the new adopted standards, and do not match the time series of data for the 10 year period. Thus, these figures cannot be directly compared with figures for earlier or later years.

Source: Pakistan Bureau of Statistics, Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018.

TABLE 3.2. Adequate earnings and productive work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Average real monthly earnings (PKR) (2007–08=100)						
Pakistan	6779	6734	7036	7042	7660	8660
Men	7076	7061	7414	7514	8104	9176
Women	4625	4508	4631	4451	5036	5588
Urban	8039	7858	8396	8602	9203	10083
Rural	5685	5811	5951	5744	6404	7392
Punjab	6283	6087	6265	6257	6874	7936
Men	6717	6509	6755	6908	7466	8683
Women	4000	4020	4055	3855	4543	4818
Urban	7551	7136	7772	81841	8343	9473
Rural	5365	5382	5277	5054	5873	6700
Sindh	7897	7917	8150	8034	8803	9291
Men	7961	8089	8296	8197	8989	9558
Women	7025	5904	6309	6153	6226	6532
Urban	8753	8703	8993	9098	10074	1050
Rural	6071	6243	6553	5989	6412	6999
Khyber Pakhtunkhwa	6538	6992	7879	7908	8228	9616
Men	6552	7006	7895	7816	8189	9562
Women	6337	6780	7664	9389	8779	10351
Urban	7541	8240	9078	9502	10055	11490
Rural	6232	6637	7544	7402	7664	9093
Balochistan	7584	7969	9059	8339	10059	10347
Men	7614	7977	9030	960	10023	10359
Women	6795	7609	9992	9199	10946	10085
Urban	8617	8740	10482	9650	11514	11770
Rural	7071	7552	81879	75379	9258	9694
Islamabad Capital Territory						11918
Men						11985
Women						11497
Urban						11865
Rural						11994
Minimum wage as a percentage of the median wage (%)						
Pakistan						
Punjab		118	125	136	130	109
Sindh		88	100	120	108	107
Khyber Pakhtunkhwa	100	88	100	107	98	95
Balochistan		171	83	80	76	89
Islamabad Capital Territory						80

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 3.3. Adequate earnings and productive work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Employees who receive off-job or on-the-job training within one year (%)						
Pakistan	0.7	0.8	1.0	0.9	0.6	1.2
Men	0.7	0.7	1.1	0.8	0.6	1.1
Women	0.8	1.3	0.9	0.9	0.5	1.8
Urban	0.8	0.9	1.2	1.0	0.7	1.4
Rural	0.6	0.7	0.9	0.8	0.5	1.0
Punjab	0.8	0.8	1.1	1.1	0.8	1.3
Men	0.8	0.7	1.2	1.1	0.8	1.2
Women	1.0	1.3	1.0	1.1	0.6	1.8
Urban	1.0	0.9	1.2	1.4	0.9	1.5
Rural	0.7	0.7	1.1	1.0	0.7	1.2
Sindh	0.5	0.8	1.0	0.4	0.4	1.2
Men	0.6	0.7	1.0	0.4	0.4	1.1
Women	0.0	2.0	0.3	0.2	0.4	2.3
Urban	0.6	0.9	1.3	0.5	0.5	1.5
Rural	0.3	0.5	0.4	0.3	0.4	0.7
Khyber Pakhtunkhwa	0.6	1.1	0.8	0.7	0.6	0.9
Men	0.7	1.2	0.8	0.7	0.6	0.9
Women	0.3	0.3	0.5	0.2	0.8	0.5
Urban	0.3	1.5	0.9	0.4	1.0	1.1
Rural	0.8	1.1	0.8	0.8	0.5	0.8
Balochistan	0.2	0.2	0.4	0.1	0.1	0.5
Men	0.2	0.1	0.4	0.1	0.1	0.5
Women	0.0	3.2	1.0	0.0	0.0	0.6
Urban	0.2	0.1	0.7	0.2	0.3	0.9
Rural	0.2	0.2	0.3	0.0	0.0	0.3
Islamabad Capital Territory						0.9
Men						1.0
Women						0.8
Urban						0.8
Rural						1.1

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on adequate earnings and productive work

FIGURE 37. Low pay rate, 2009–2018 (%)

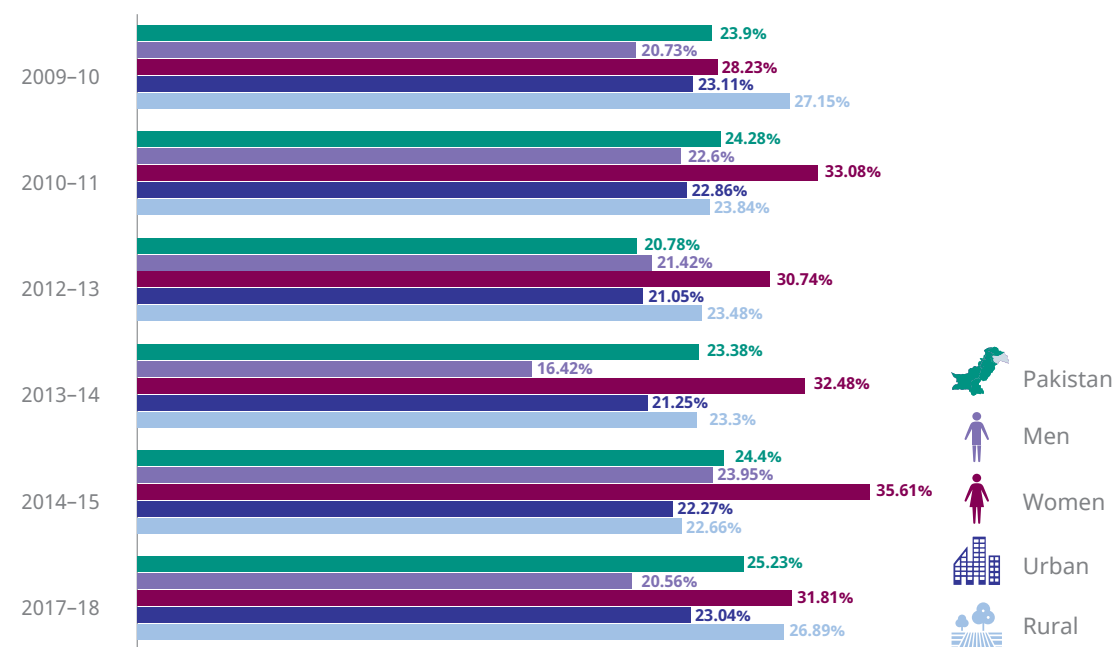


FIGURE 38. Low pay rate by province, 2009–2018 (%)

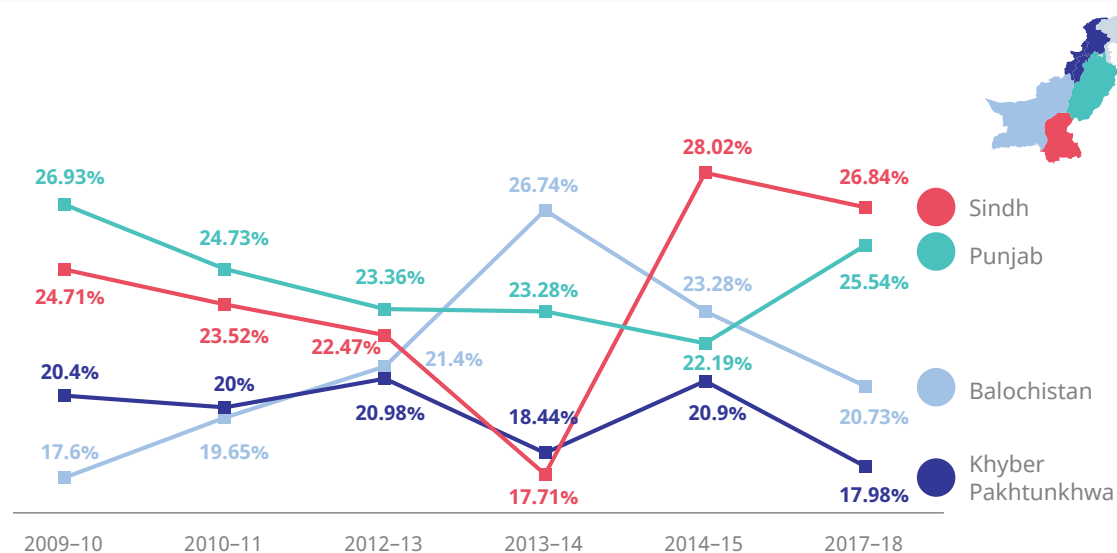


FIGURE 39. Average real hourly earnings in selected occupations (at 2007-08 prices), 2009-2018, PKR

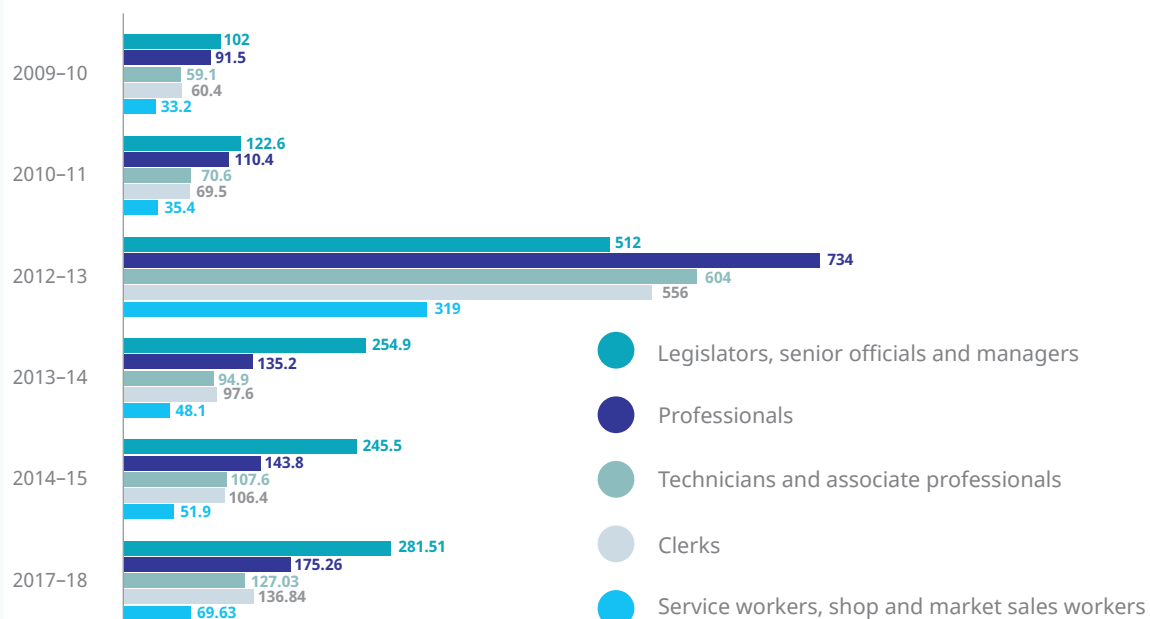


FIGURE 40. Average real hourly earnings in other selected occupations (at 2007-08 prices), 2009-2018, PKR

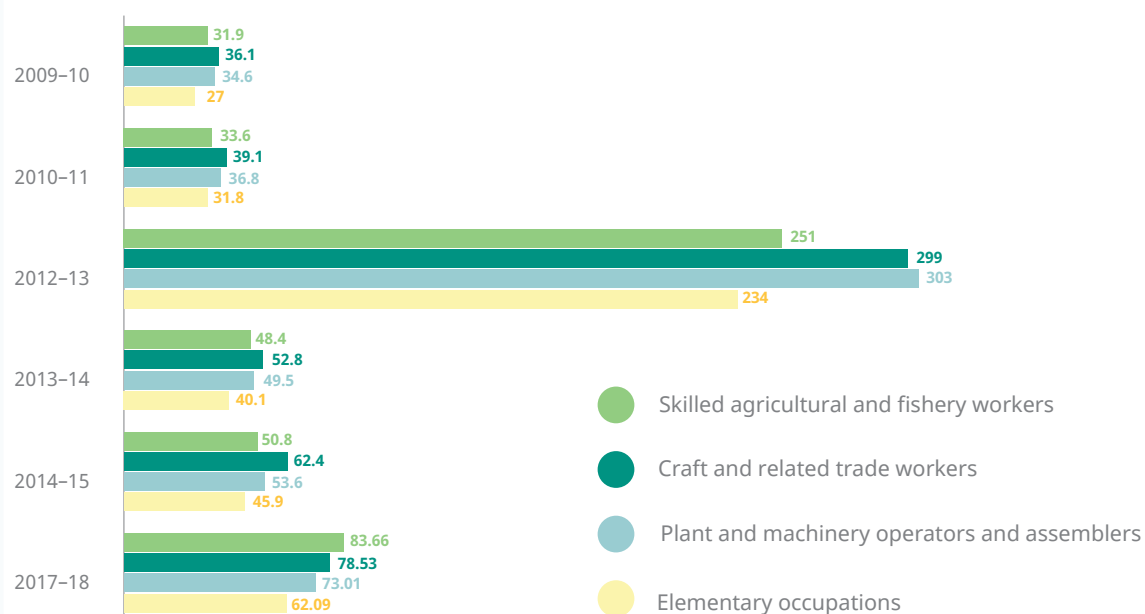


FIGURE 41. Average monthly real earnings (at 2007-08 prices), 2009-2018, PKR

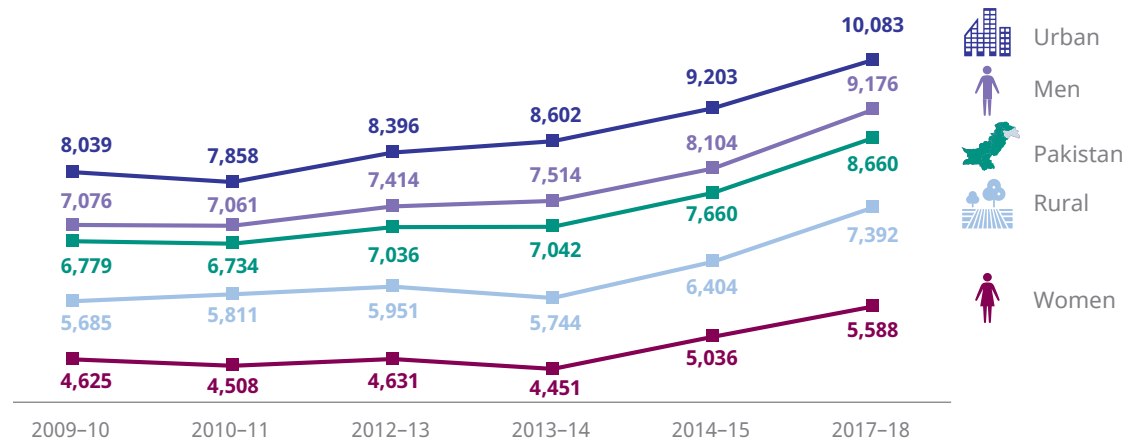


FIGURE 42. Average monthly real earnings by province (at 2007-08 prices), 2009-2018, PKR

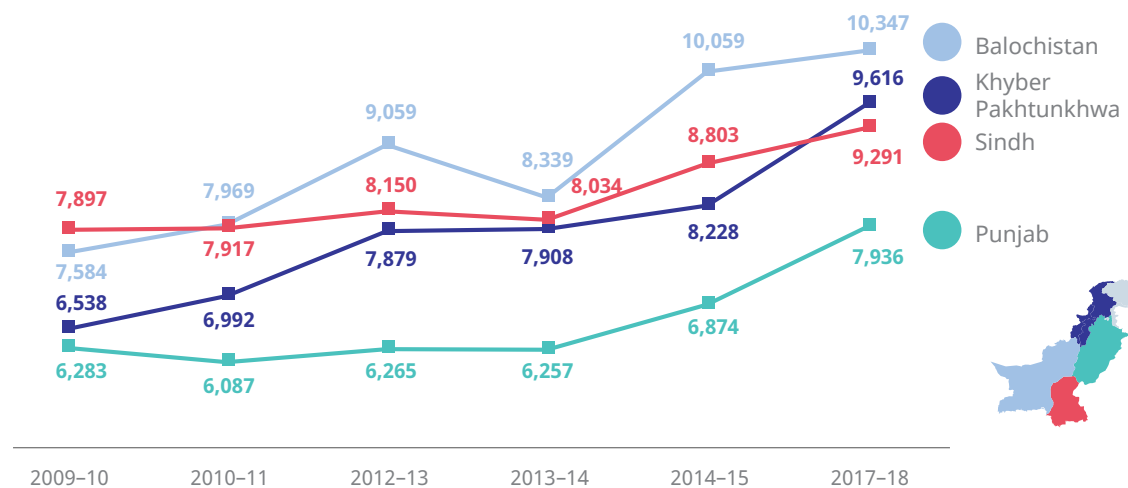


FIGURE 43. Minimum wage as a percentage of the median wage by province, 2009-2018 (%)

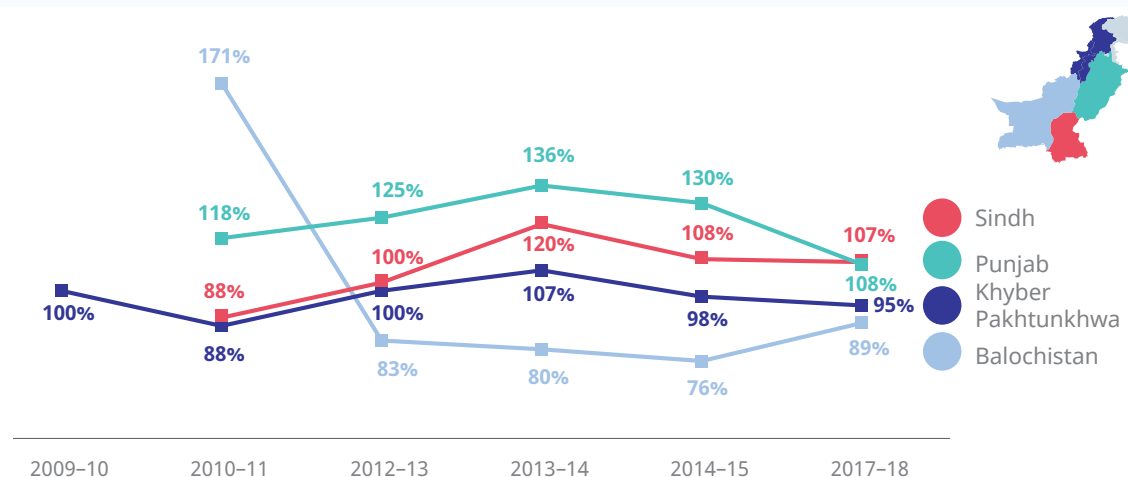


FIGURE 44. Employees with recent job training, 2009–2018 (%)

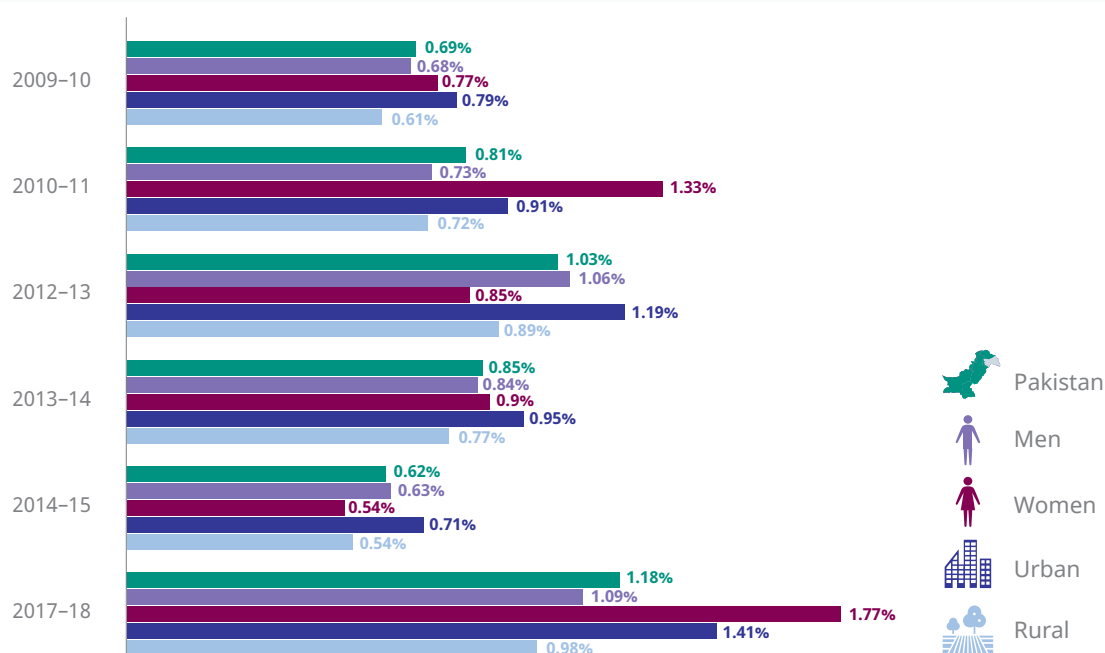
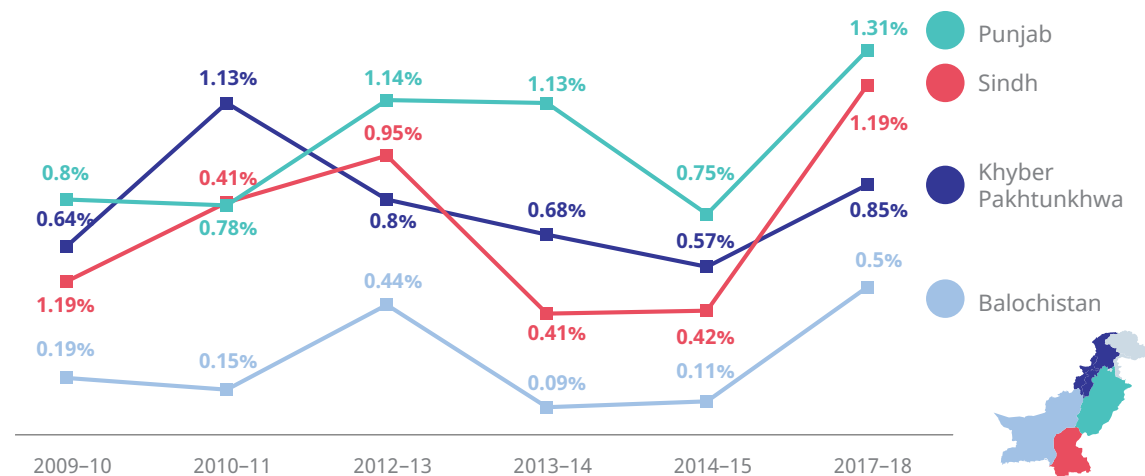


FIGURE 45. Employees with recent job training by province, 2009–2018 (%)





great things
— never come
from comfort
zones



4

► 4 Decent working time



Working hours are an important dimension of decent work. Assessing excessive or insufficient hours of work, alongside time-related under-employment, can help to gauge the balance between professional and personal life. Excessive working hours usually indicate low hourly wage rates and can threaten workers' long-term physical and mental health, while diminishing productivity. Insufficient working hours signal the under-utilization of the labour force, which can be brought about by a lack of productive employment opportunities in the economy, or by workers' willingness to supply fewer hours of work in the labour market. Time-related under-employment captures the segment of the employed workforce forced to work for less than normal hours because full-time employment opportunities are unavailable or limited.

Analysing working hours in Pakistan between 2009 and 2018 indicates that a large share (above 40 per cent) of the employed workforce worked excessive hours, that is, for more than the global standard of 48 hours per week. The proportion of employed men who worked excessive hours (47 to 51 per cent) was substantially higher than women (9 to 11 per cent), across all four employment status categories. It is important to note, however, that women spend over ten times more on household care work per day than men, on average, as discussed in detail in section 5 of this profile. Overall in Pakistan, the incidence of excessive working hours was higher in urban centres than in rural settings. Among the provinces, excessive working hours were most prevalent in Sindh and Islamabad Capital Territory, and relatively low in Khyber Pakhtunkhwa.

In terms of employment status, the share of excessive working hours is highest among employers who run their own small businesses – ranging from a low of 62.9 per cent in 2012–13 to a high of 66.5 per cent in 2014–15 – followed by self-employed workers and paid employees. The lowest share is recorded among unpaid family workers. Analysis across geographic locations reveals that slightly more self-employed workers in urban areas work excessive hours than urban employers.



40+ per cent

of workers worked
excessive hours in
2009–18

The distribution of the employed workforce by standard working hour bands reveals that the highest proportion of employed workers worked between 33 and 48 hours each week – 45 per cent in 2009–10 and 46.7 per cent in 2017–18.

A greater share of women worked between 35 and 48 hours, representing just over half employed women during the period. The provincial breakdown indicates that the highest proportion of employed persons who worked for 35–48 hours were in Sindh. Their share rose from 47.6 per cent in 2009–10 to 52.2 per cent in 2017–18.



More men than women

worked excessive
hours

A small share of the employed workforce worked less than 35 hours each week, ranging from a low of 11.9 per cent in 2013–14 to a high of 14.2 per cent in 2010–11. The bulk of these workers are women, representing between 34 and 43 per cent of all employed women in the 2009–2018 period, compared to between 5 and 7 per cent of all employed men.

Time-related under-employment includes all employed persons who work fewer than 35 hours per week, who are willing and available for additional work, but are unable to find such work. Thus, this indicator measures the involuntary under-utilization of the labour force by removing the voluntary under-employed, who work fewer hours of their own free will.



Employers with small businesses

have the highest
share of excessive
working hours

The incidence of time-related under-employment was low in Pakistan, remaining below 1 per cent of total employment between 2009 and 2018. However, this rate experienced fluctuations during the decade, from a low of 0.4 per cent between 2013 and 2015, to a high of 0.9 per cent in 2012–13.

Women's time-related under-employment was slightly higher than men's, and rural under-employment was marginally higher than in urban areas. Provincial analysis reveals wide variations between and within provinces. Overall, under-employment was highest in Khyber Pakhtunkhwa and lowest in Balochistan.

Box 5. Legal framework indicator 5: Maximum hours of work

Laws, policies and institutions

Several different laws determine working hours, rest intervals and different types of holidays in Pakistan. These are:

1. Factories legislation, including:

- the Factories Act, 1934 (applicable in Balochistan and Islamabad Capital Territory);
- the Factories Act, 1934, adapted for Punjab by the Factories (Amendment) Act 2012;
- the Khyber Pakhtunkhwa Factories Act, 2013;
- the Sindh Factories Act 2016; and
- the Azad Jammu and Kashmir Factories Act, 2017.

2. Legislation on shops and establishments:

- the Shops and Establishments Ordinance, 1969 (applicable in Balochistan and Islamabad Capital Territory);
- the Punjab Shops and Establishments Ordinance, 1969 (amended in 2014);
- the Khyber Pakhtunkhwa Shops and Establishments Act, 2015;
- the Sindh Shops and Commercial Establishments Act, 2015; and
- the Azad Jammu and Kashmir Shops and Establishments (Amendment) Act, 2017 (updated).

3. Standing orders legislation:

- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (applicable in Balochistan and Islamabad Capital Territory);
- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (applicable in Punjab since 2012);
- the Khyber Pakhtunkhwa Industrial and Commercial Employment (Standing Order) Act, 2013;
- the Sindh Terms of Employment (Standing Orders) Act, 2015; and
- the Azad Jammu and Kashmir Industrial and Commercial Employment (Standing Order) Act, 1975.

4. Legislation on informal workers:

- the Punjab Domestic Workers Act, 2019; and
- the Sindh Home-Based Workers Act, 2018.

5. Other legislation, including:

- the Railways Act, 1890;
- the Mines Act, 1923;
- the Road Transport Workers Ordinance, 1961;
- the Newspaper Employees (Conditions of Service) Act, 1973; and
- the Azad Jammu and Kashmir Road Transport Workers Act, 1975.

The Factories Act governs the conditions of industrial labour. It principally applies to manufacturing and any factory in which 10 or more people work, or were working on any day in the preceding 12 months. Provincial governments are empowered to extend the provisions of the Factories Act, even to factories with as few as five workers.

The Standing Orders Ordinance is applicable to commercial and industrial establishments that employ 20 or more workers, or have employed this number of workers in the past 12 months. The West Pakistan Shops and Establishments Ordinance is applicable to all establishments, irrespective of the number of their employees, including those that employ fewer than 10 workers. It regulates workers in establishments that are not covered by the Factories Act or the Mines Act. The Mines Act applies to any excavation operations undertaken for the purpose of searching for, or obtaining, minerals has been or is being undertaken. It includes all works, machinery, tramways and sidings, whether above or below ground, in a mine, adjacent to or belonging to a mine. However, workers engaged in manufacturing processes, even on the same premises are not covered by the Act, unless they are engaged in coke (fuel) making or dressing minerals.

The Newspaper Employees Act applies to any establishment that produces, prints or publishes one or more newspapers, or conducts a news agency or syndicate. The Road Transport Workers Ordinance is applicable to any services used to carry passengers, goods, or both, by road in vehicles for hire or reward. The Railways Act applies to everyone employed in Pakistan's railways, whether they are intermittent or regular employees.

Pakistan's provincial governments have appointed Inspectors, in their Departments of Labour and Mines, to verify the implementation of labour laws' provisions, including those on working hours. Violators are prosecuted in courts of competent jurisdiction. Section 2 (n) of the West Pakistan Shops and Establishments Ordinance, 1969 (W.P. Ordinance VIII of 1969) defines 'hours of work' or 'working hours' in an establishment as the time during which the establishment's employees are 'at the disposal of the employer', exclusive of any intervals allowed for rest or meals. Daily and weekly working hours, and overtime work, are regulated by Chapters IV and IV-A of the Factories Act, 1934, alongside Chapter VI of the Mines Act, 1923, and Section 8 of the West Pakistan Shops and Establishment Ordinance, 1969.

Number of hours allowed: Under the Factories Act, 1934, no adult employee – defined as a worker who has ‘completed his or her 18th year of age’ – is required or permitted to work in any establishment in for more than nine hours a day (including breaks) and 48 hours per week, totalling 54 hours including rest. Similarly, no one under the age of 18 can be work for more than seven hours per day and 42 hours per week.

Notices specifying the periods and hours during which workers are required to work must be notified and displayed prominently in every establishment. These notices should cover all classes of workers and be in the principal language of the establishment. The law further provides that no worker can be required to work continuously for more than six hours, unless she or he has an interval of at least one hour to rest or eat. During Ramadan (observed by Muslims as a month of fasting), special reduced working hours are observed in manufacturing, commercial and service organizations.

In seasonal factories, all adult workers can work no more than 50 hours per week, and no more than 10 hours per day. A seasonal factory, as per Section 4 of the Factories Act, is exclusively engaged in one or more specified manufacturing processes: cotton ginning, cotton or cotton jute pressing, and manufacturing coffee, indigo, rubber, sugar or tea. If an adult worker is engaged in these kinds of processes, that for technical reasons must be continuous throughout the day, they cannot work for more than 56 hours per week.

Section 8 of the West Pakistan Shops and Establishments Ordinance, 1969, similarly restricts working hours to 48 hours per week. Section 22-B of the Mines Act, 1923, also fixes weekly work at no more than 48 hours, or eight hours each day, for mine workers above or below ground. The limitation of ‘spread-over’ for workers above ground is 12 hours, with a one hour interval in which to rest every six hours. Section 22-C further limits the spread-over to eight hours for work performed underground. This means that miners working underground cannot be required to work overtime.

The Road Transport Workers Ordinance, 1961, stipulates that no worker can work in a vehicle for more than five hours consecutively without an interval of at least half an hour to rest, or for more than seven hours unless they have at least two half-hour intervals (one hour) of rest in between these shifts. It also states that no such worker can be employed for more than eight hours per day and over 48 hours per week. On Friday, working hours are reduced by three hours.

The maximum overtime permitted in Pakistan is 12 hours per week. Within this weekly limit, workers may work between two and three hours overtime, while considering the time threshold. A worker’s total annual overtime working hours must not exceed 624 hours. Lunch breaks and rest intervals are regarded as unpaid time. Any young worker (over the age of 14 and under the age of 18) can work overtime for no more than 1.5 hours per day, and their total overtime hours cannot exceed 468 hours each year.

Women are not permitted to work later than 10:00 p.m., and this is only allowed if their employer arranges transport to pick up and drop off women workers. If transport is not arranged, women's working hours must be between 06:00 a.m. and 07:00 p.m. These hours also apply to adolescents. Furthermore, women are not allowed to work more than nine hours per day, including intervals for meals and rest.

Women cannot be engaged in work 'of any nature in any establishment' for six weeks after giving birth, as per the West Pakistan Maternity Benefits Ordinance, 1958, and its provincial variants. The Punjab Maternity Benefits Ordinance, 1958, specifies that, during the month preceding a woman's expected delivery date, and six weeks after the birth, a regular or temporary woman worker cannot be asked by her employer to perform 'arduous work'. This includes work that involves long hours standing, or which is likely to affect her health. As such, pregnant women cannot work overtime during the month preceding delivery, or six weeks after having a child.

Overtime pay: Overtime is payable at double the wage, as defined in the Payment of Wages Act, 1936. Every employee in a factory, except those employed solely in a clerical capacity in any place that no manufacturing processes are carried out (applicable in Balochistan, Khyber Pakhtunkhwa, Punjab and Islamabad Capital Territory) or in an executive or managerial capacity (applicable in all provinces) is eligible for overtime pay. If the worker works for more than 8 hours per day, or more than 48 hours per week in a non-seasonal factory, they are eligible for overtime pay. Workers in seasonal factories are only eligible for overtime pay if they work for more than 50 hours per week. Employees are obliged to work overtime whenever the employer requires them to do so. If they cannot work overtime, sufficient reasons must be provided.

The same rules apply under the Mines Act, Newspaper Employees Act, and Road Transport Workers Ordinance. However, under the Railways Act, in cases of exceptional pressure, overtime rates cannot be lower than 1.25 the ordinary pay rate.

As noted above, Punjab and Sindh have promulgated laws to protect informal workers. In terms of working hours, Section 5, sub-section (5) of the Punjab Domestic Workers Act, 2019, specifies that no domestic worker can be required to work for more than eight hours per day. However, they may, of their own free will, work 'for such time duration and for such remuneration as may be prescribed'. Sub-section (6) affirms that domestic workers who perform more than 48 hours of work per week are entitled to overtime pay at a rate 'as may be prescribed', and that their working week cannot exceed 56 hours. Section 5 of the Sindh Home-Based Workers Act, 2018, states that every registered home-based worker is entitled to all the social, medical and maternity benefits, compensation, and marriage and death grants available to workers 'envisaged in all labour laws'. Thus, they are meant to work eight hours a day, 48 hours a week, and no more than 56 hours each week, with an overtime rate of twice their ordinary wage.

Evidence of implementation

It is important to distinguish between coverage in law and in practice:

- **Coverage of workers in law:** The labour law provisions outlined in this box are only applicable to workers employed in the formal sector (an estimated 20 per cent of Pakistan's workforce).
- **Coverage of workers in practice:** Although Pakistan has not ratified the Hours of Work (Commerce and Offices) Convention, its principles are implemented in the country's national legislation.

Ratification of ILO Conventions

Pakistan ratified the Hours of Work (Industry) Convention, 1919 (No. 1), on 14 July 1921, but has not ratified the Hours of Work (Commerce and Offices) Convention, 1930 (No. 30).

Sources: ILO, "Working Conditions Laws Database", TRAVAIL database, accessed 9 June 2020; ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Box 6. Legal framework indicator 6: Paid annual leave

Laws, policies and institutions

Paid annual leave is governed by various federal laws in Pakistan, namely:

- the Factories Act, 1934 (applicable in Balochistan, Islamabad Capital Territory and Punjab);
- the Road Transport Workers Ordinance, 1961;
- the Shops and Establishments Ordinance, 1969 (applicable in Balochistan, Islamabad Capital Territory and Punjab);
- the Mines Act, 1923;
- the Newspaper Employees Act, 1973; and
- the Civil Servants Act, 1973 (Revised Leave Rules, 1980).

It is also governed by provincial legislation:

- the Punjab Domestic Workers Act, 2019;
- the Sindh Factories Act, 2015;
- the Sindh Shops and Commercial Establishment Act, 2015;
- the Sindh Home-Based Workers Act, 2018;
- the Khyber Pakhtunkhwa Factories Act, 2013;
- the Khyber Pakhtunkhwa Shops and Establishments Act, 2015;

- the Azad Jammu and Kashmir Road Transport Workers Act, 1975;
- the Azad Jammu and Kashmir Factories Act, 2017; and
- the Azad Jammu and Kashmir Shops and Establishment (Amendment) Act, 2017 (updated).

Pakistan's laws prescribe the minimum duration of leave for workers, although contracts and collective agreements may provide for more days of paid leave. Every formal sector worker in Pakistan, except temporary and contract workers, who had completed 12 months of continuous work has the right to 14 consecutive days' of paid leave during the subsequent 12 months. This is inclusive of weekly holidays during their leave. These provisions apply to all workers covered by the Factories Act, the Shops and Establishments Ordinance, and their provincial variants.

As per the Mines Act, 1923, every worker who has completed one year of continuous service in a mine is entitled to paid leave in the subsequent 12 months. They are entitled to one day of leave for every 17 days of work underground, and one day for every 20 days of work above ground. Annual leave may be carried forward to the next year, but the maximum number of days off in a year cannot exceed 20 days. Each worker is also entitled to 10 days of casual leave on full wages, and 16 days of sick leave on a 'half-average' rate. Casual and sick leave cannot be carried forward to the next year.

While the Newspaper Employees Act does not specifically fix leave days, it states that leave should not be less than 1/11th of the time a worker spends on duty. Weekly holidays, public holidays and authorized leave count as duty. Road transport workers are also eligible for at least 14 days of leave with full wages once they have completed a year of continuous service, and to at least seven days of paid leave after six months' of continuous service.

Workers are deemed to have completed 12 months of continuous service in a factory whether or not their services are interrupted by up to 90 days due to sickness, accidents or authorized leave, or by a lockout, legal strike, or intermittent periods of involuntary unemployment not exceeding 30 days overall. Authorized leave does not include weekly holidays allowed under Section 35 of the Factories Act, which occur at the beginning or end of their leave.

Workers' annual leave entitlement is affected in the following cases:

1. sickness, an accident or authorized leave exceeding 90 days;
2. unauthorized leave (even for one day);
3. participation in an illegal strike (even for one day);
4. leaving employment before making an application for leave; and
5. intermittent periods of involuntary unemployment exceeding 30 days in total.

In addition to 14 days of annual paid leave, workers are entitled to 10 days of casual leave with full pay and another 16 days of sick or medical leave on half pay, according to the Factories Act. Casual leave is granted for certain situations, such as sudden illness or any other urgent purpose. It must be applied for, unless urgency prevents an application. Casual leave tends to be approved as a customary practice. To avail themselves of sick leave, however, workers require a medical certificate and management cannot refuse a request supported by such a certificate.

Workers, including mine workers, are also entitled to paid festival holidays (Gazetted holidays) announced by the Government – which provincial governments are required to notify in the official Gazette, in line with the Factories Act – alongside holidays declared by the provincial government. If a worker is required to work on any festival holiday, they are awarded an additional one-day ‘compensatory holiday’ with full pay, in addition to a substitute holiday. Under agreements made with the Collective Bargaining Agent, employees who go on a religious pilgrimage – such as *Hajj*, *Umra*, or *Ziarat* – are granted special leave of up to 60 days.

Workers can receive payment in lieu of annual leave – according to the Shops and Establishments Ordinance, they can ‘encash’ their leave while they are in service. Employers are liable to pay an amount for these holidays (‘leave encashment’) if they dismiss a worker, or if a worker resigns because the employer refuses to grant them leave.

Leave allowed under the Factories Act also applies to workers covered by the Industrial and Commercial (Standing Orders) Ordinance, 1968. Civil servants’ leave entitlements are governed by the Civil Servants Act, 1973 (Revised Leave Rules, 1980). The employees of statutory bodies are entitled to paid leave as per their respective leave or service rules.

Sections 6 and 7 of the Punjab Domestic Workers Act, 2019, lays out domestic workers’ leave entitlements in the province:

6. Leave and holidays – (1) *Every domestic worker engaged in domestic work shall be entitled to a holiday of at least one whole day in a week.*

(2) *Every domestic worker shall be entitled to sick leave with full wages for a total period of eight days in a year and such leave, if not availed of by a domestic worker during that calendar year, may be carried forward, but the total accumulation of such leave shall not exceed sixteen days at one time.*

(3) *Every domestic worker engaged in domestic work shall be entitled to ten days festival holidays with full wages in a year, and the days and dates for such festival holidays shall be agreed between the domestic worker and the employer in the beginning of the calendar year.*

(4) *A female domestic worker engaged in domestic work shall be entitled to six weeks maternity leave.*

7. Wages during leave or holiday period – (1) *For each day of the leave or holidays allowed to a domestic worker under subsections (1), (2) and (3) of section 6, the domestic worker shall be paid at the rate equivalent to the daily average amount, which, during the three months period preceding the leave or holidays, was being paid to the domestic worker.*

(2) *A domestic worker, who has been allowed leave under subsection (2) of section 6 for any period not less than four days, shall, before the leave begins, be paid his wages for the period of the leave allowed.*

As discussed above, Section 5 of the Sindh Home-Based Workers Act, 2018, affirms home-based workers' rights to the same benefits as formal sector workers, including paid leave.

Evidence of implementation

No information has been made available to the ILO's supervisory bodies. It is important to distinguish between coverage in law and in practice:

- **Coverage of workers in law:** All persons employed in a factory, in industrial, commercial or non-commercial establishments, in mines, civil servants and employees of corporations are covered by the provisions described above, as are domestic workers in Punjab and registered home-based workers in Sindh.
- **Coverage of workers in practice.** Although leave is not a right in Pakistan, it is covered by a statutory provision for workers in formal-sector enterprises. Paid leave is also sometimes granted in the informal sector, which is outside the scope of the Labour Laws.

Ratification of ILO Conventions

Pakistan has not ratified the Holidays with Pay Convention, 1936 (No. 52), the Holidays with Pay (Agriculture) Convention, 1952 (No. 101), or the Holidays with Pay Convention (Revised), 1970 (No. 132).

Sources: ILO, "Working Conditions Laws Database", TRAVAIL database, accessed 9 June 2020; ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

TABLE 4. Decent working time

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Excessive hours (proportion of workers who worked more than 48 hours per week) (%)						
Pakistan						
Both genders	41.9	41.1	38.7	41.8	41.7	40.3
Men	50.5	49.7	46.9	50.8	50.9	48.7
Women	10.0	10.4	9.1	10.9	10.3	9.6
Urban	51.5	49.7	48.5	50.5	52.5	48.0
Rural	37.6	37.4	34.3	37.7	36.8	36.3
Punjab						
Both genders	42.9	42.0	39.5	42.8	40.4	40.9
Men	53.6	52.8	50.0	54.8	52.3	52.5
Women	11.7	11.4	9.8	11.7	9.3	9.7
Urban	51.0	47.9	48.6	52.0	49.4	50.2
Rural	39.6	39.6	35.9	39.0	36.8	36.3
Sindh						
Both genders	45.1	45.9	41.1	44.2	49.9	42.1
Men	51.4	52.2	47.0	49.8	55.9	46.1
Women	6.5	10.7	8.7	10.9	11.3	13.7
Urban	55.1	55.6	49.8	51.5	61.2	46.3
Rural	37.3	38.4	34.2	38.2	40.5	38.3
Khyber Pakhtunkhwa						
Both genders	30.2	28.7	29.6	30.3	28.6	34.5
Men	35.9	34.5	35.2	36.2	34.2	40.4
Women	2.6	2.1	3.5	2.7	2.7	3.0
Urban	40.4	38.8	43.5	36.7	34.8	39.7
Rural	28.1	26.7	26.7	28.9	27.3	33.3
Balochistan						
Both genders	40.0	34.2	36.4	42.2	45.8	36.6
Men	43.5	36.5	38.8	44.5	46.6	39.3
Women	8.5	8.7	13.4	16.1	42.3	4.7
Urban	39.6	37.3	42.1	42.4	46.8	39.4
Rural	40.2	33.3	34.7	42.1	45.5	35.7
Islamabad Capital Territory						
Both genders						47.7
Men						54.3
Women						9.2
Urban						51.0
Rural						43.5

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
By employment status						
Pakistan						
Paid employee	39.8	39.8	37.8	39.8	39.7	39.3
Employer	64.8	63.1	62.9	64.1	66.5	66.3
Self employed	57.0	53.9	52.0	54.0	53.4	50.9
Unpaid family helpers	23.5	23.6	19.7	24.3	23.8	21.7
Men						
Paid employee	42.8	43.0	40.8	43.2	43.8	43.2
Employer	65.6	64.1	62.9	64.5	67.2	67.2
Self employed	61.0	58.9	56.4	60.0	59.6	56.6
Unpaid family helpers	41.8	41.2	37.5	45.5	44.1	40.9
Women						
Paid employee	18.4	18.0	18.8	21.1	15.9	16.2
Employer	32.8	20.5	57.0	16.3	24.2	13.7
Self employed	14.3	9.1	12.2	10.7	12.1	10.3
Unpaid family helpers	6.2	8.0	4.1	5.9	6.9	5.5
Urban						
Paid employee	40.5	40.0	39.3	40.7	43.2	38.7
Employer	68.0	66.5	64.0	64.9	69.0	67.6
Self employed	70.6	66.9	65.7	66.9	67.5	64.2
Unpaid family helpers	47.3	42.7	42.8	51.4	49.8	47.3
Rural						
Paid employee	39.3	39.6	36.5	39.1	36.9	39.8
Employer	54.9	55.8	60.0	62.0	60.6	62.8
Self employed	51.9	49.1	46.8	49.2	48.1	45.4
Unpaid family helpers	20.1	20.7	16.4	20.5	20.5	17.3
By industry sector						
Agriculture						
Both genders	31.8	32.3	27.3	32.5	29.7	27.8
Men	45.3	45.7	39.9	47.2	44.2	39.6
Women	7.9	9.7	7.4	9.6	7.7	8.6
Industry						
Both genders	37.8	36.2	34.8	35.8	39.0	37.4
Men	40.7	39.7	37.3	39.2	42.2	41.8
Women	15.5	9.8	14.3	12.5	18.9	11.0
Services						
Both genders	56.9	55.3	55.0	56.9	57.5	54.7
Men	60.8	59.3	58.8	61.0	61.7	59.4
Women	15.9	14.5	14.1	16.3	14.8	12.0

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 4.1. Decent working time

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Weekly hours of work (standardized bands)						
Pakistan						
No hours worked						
Both genders	0.5	0.7	0.5	0.4	-	0.5
Men	0.4	0.6	0.5	0.5	-	0.4
Women	0.6	1.0	0.7	0.3	-	0.6
Urban	0.5	0.6	0.4	0.4	-	0.5
Rural	0.5	0.7	0.6	0.4	-	0.4
1-14 hours						
Both genders	1.6	1.4	1.4	1.1	1.2	1.3
Men	0.6	0.6	0.5	0.4	0.4	0.5
Women	5.1	4.5	4.5	3.6	3.8	4.1
Urban	0.6	0.7	0.4	0.5	0.4	0.6
Rural	2.0	1.7	1.8	1.4	1.5	1.6
15-29 hours						
Both genders	7.8	8.3	9.6	6.9	7.2	7.6
Men	3.1	3.3	3.6	2.5	2.4	2.7
Women	25.3	26.3	30.9	21.8	23.8	25.6
Urban	2.9	3.5	4.7	2.3	2.3	3.2
Rural	10.0	10.4	11.8	9.0	9.4	9.9
30-34 hours						
Both genders	3.3	3.8	3.4	3.5	3.7	3.6
Men	2.3	2.6	2.2	2.1	2.2	2.2
Women	7.2	8.2	7.6	8.2	8.9	8.7
Urban	2.3	2.6	1.9	2.1	2.1	2.6
Rural	3.7	4.3	4.0	4.1	4.5	4.1
35-39 hours						
Both genders	13.8	13.8	12.4	13.3	13.6	13.5
Men	9.3	9.2	8.4	7.8	8.3	8.8
Women	30.4	30.4	26.9	32.2	31.7	30.7
Urban	7.1	7.8	6.4	6.9	7.0	7.6
Rural	16.7	16.4	15.1	16.3	16.6	16.6
40-48 hours						
Both genders	31.2	30.9	34.1	33.1	32.4	33.3
Men	33.8	34.1	37.9	36.0	35.6	36.7
Women	21.6	19.3	20.4	23.0	21.4	20.7
Urban	35.1	35.0	37.7	37.3	35.4	37.5
Rural	29.5	29.0	32.4	31.1	31.0	31.0

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
49 hours or more						
Both genders	41.9	41.1	38.7	41.8	41.9	40.3
Men	50.5	49.7	46.9	50.8	51.1	48.7
Women	10.0	10.4	9.1	10.9	10.4	9.6
Urban	51.5	49.7	48.5	50.5	52.8	48.0
Rural	37.6	37.4	34.3	37.7	37.0	36.3
Punjab						
No hours worked	0.5	0.7	0.6	0.5	-	0.5
1-14 hours	1.2	1.4	1.2	1.1	1.3	1.4
15-29 hours	9.2	9.7	10.8	8.1	9.1	9.2
30-34 hours	3.3	4.0	3.4	3.3	3.7	3.8
35-39 hours	13.0	13.1	12.0	13.9	14.3	13.9
40-48 hours	30.0	29.1	32.6	30.2	31.0	30.4
49 hours or more	42.9	42.0	39.5	42.8	40.7	40.9
Sindh						
No hours worked	0.2	0.2	0.2	0.1	-	0.1
1-14 hours	0.6	1.1	0.8	0.3	0.7	0.2
15-29 hours	3.7	4.9	7.2	3.3	2.6	3.0
30-34 hours	2.8	2.8	3.1	3.0	2.8	2.5
35-39 hours	15.9	15.0	12.9	12.7	13.4	14.0
40-48 hours	31.7	30.3	34.8	36.4	30.5	38.1
49 hours or more	45.1	45.9	41.1	44.2	50.0	42.1
Khyber Pakhtunkhwa						
No hours worked	1.0	1.7	1.0	0.6	-	1.3
1-14 hours	6.3	2.7	3.9	2.9	2.0	3.0
15-29 hours	11.4	10.7	11.6	10.2	9.4	10.8
30-34 hours	4.4	5.5	5.0	6.0	6.3	5.2
35-39 hours	13.1	14.2	12.3	13.2	11.7	10.7
40-48 hours	33.7	36.5	36.5	37.0	41.7	34.5
49 hours or more	30.2	28.7	29.6	30.3	29.0	34.5
Balochistan						
No hours worked	0.2	0.3	0.4	0.4	-	0.4
1-14 hours	0.2	0.4	0.4	0.3	0.5	0.3
15-29 hours	2.1	1.5	1.6	1.5	1.6	3.1
30-34 hours	2.4	2.3	1.1	2.5	2.9	2.7
35-39 hours	14.4	15.8	16.7	9.2	11.0	14.8
40-48 hours	40.7	45.6	43.5	43.9	38.1	42.2
49 hours or more	40.0	34.2	36.4	42.2	46.0	36.6

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Islamabad Capital Territory						
No hours worked						
1-14 hours						0.5
15-29 hours						3.7
30-34 hours						1.7
35-39 hours						6.6
40-48 hours						39.8
49 hours or more						47.7

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018*.

TABLE 4.2. Decent working time

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Time-related underemployment (% of total employment)						
Pakistan	0.7	0.6	0.9	0.4	0.4	0.7
Men	0.6	0.5	0.7	0.4	0.4	0.6
Women	0.9	0.8	1.4	0.4	0.5	0.8
Urban	0.4	0.6	0.6	0.3	0.3	0.4
Rural	0.8	0.6	1.0	0.5	0.5	0.8
Punjab	0.4	0.5	0.6	0.3	0.4	0.4
Men	0.3	0.5	0.4	0.3	0.3	0.3
Women	0.7	0.7	1.2	0.3	0.5	0.8
Urban	0.4	0.6	0.7	0.3	0.5	0.5
Rural	0.3	0.5	0.5	0.3	0.3	0.4
Sindh	0.4	0.5	1.0	0.2	0.4	0.2
Men	0.4	0.3	0.8	0.2	0.3	0.2
Women	0.2	1.4	2.0	0.2	0.5	0.3
Urban	0.4	0.6	0.5	0.2	0.1	0.1
Rural	0.3	0.5	1.4	0.2	0.6	0.3
Khyber Pakhtunkhwa	3.1	1.1	2.3	2.2	1.2	2.9
Men	3.0	1.2	2.4	2.2	1.3	3.2
Women	3.4	0.3	1.8	2.0	0.6	1.6
Urban	0.7	0.8	1.3	1.3	0.7	1.3
Rural	3.6	1.1	2.5	2.4	1.3	3.3
Balochistan	0.1	0.2	0.1	0.0	0.1	0.3
Men	0.1	0.2	0.2	0.0	0.1	0.3
Women	0.0	0.2	0.0	0.1	0.2	0.5
Urban	0.1	0.2	0.1	0.0	0.0	0.2
Rural	0.1	0.2	0.1	0.0	0.1	0.3

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Islamabad Capital Territory						0.5
Men						0.0
Women						3.5
Urban						0.6
Rural						0.4

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018.*

Figures on decent working time

FIGURE 46. Share of workers with excessive working hours (more than 48 hours per week), 2009-2018 (%)

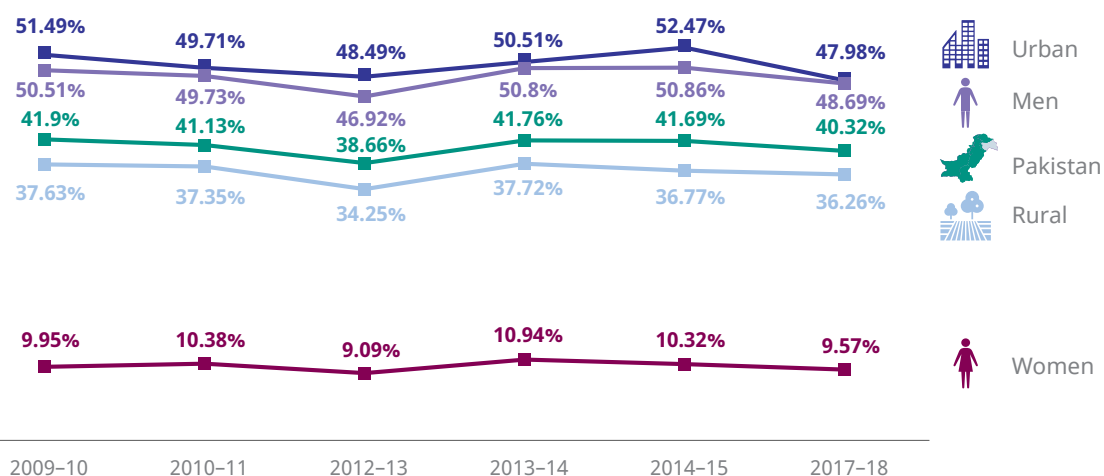


FIGURE 47. Share of workers with excessive working hours (more than 48 hours per week) by employment status, 2009-2018 (%)

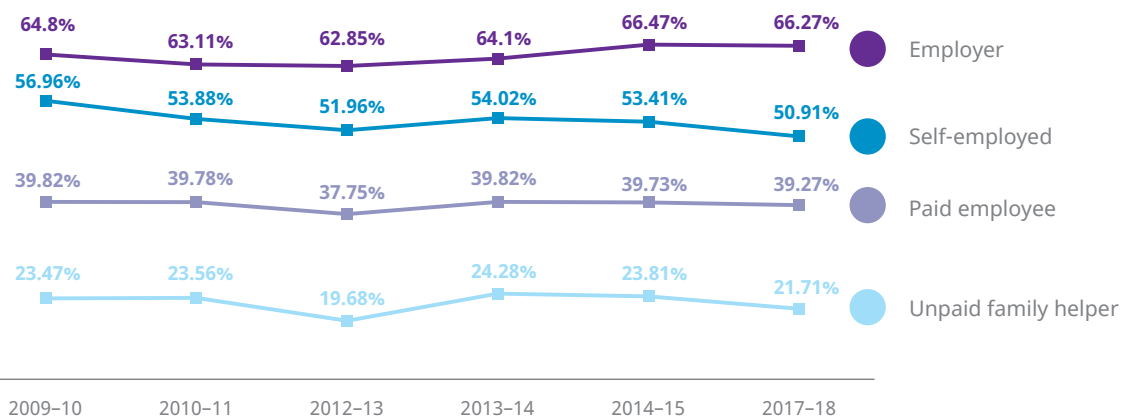


FIGURE 48. Share of workers who work more than 48 hours per week by province, 2009–2018 (%)

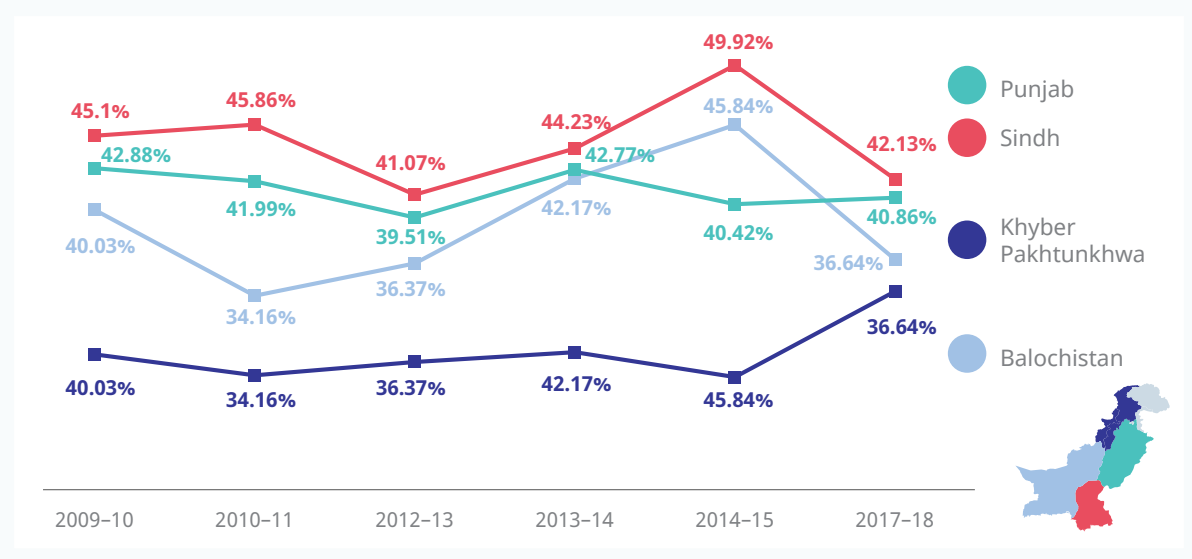


FIGURE 49. Share of workers who work more than 48 hours per week by industry division, 2009–2018 (%)

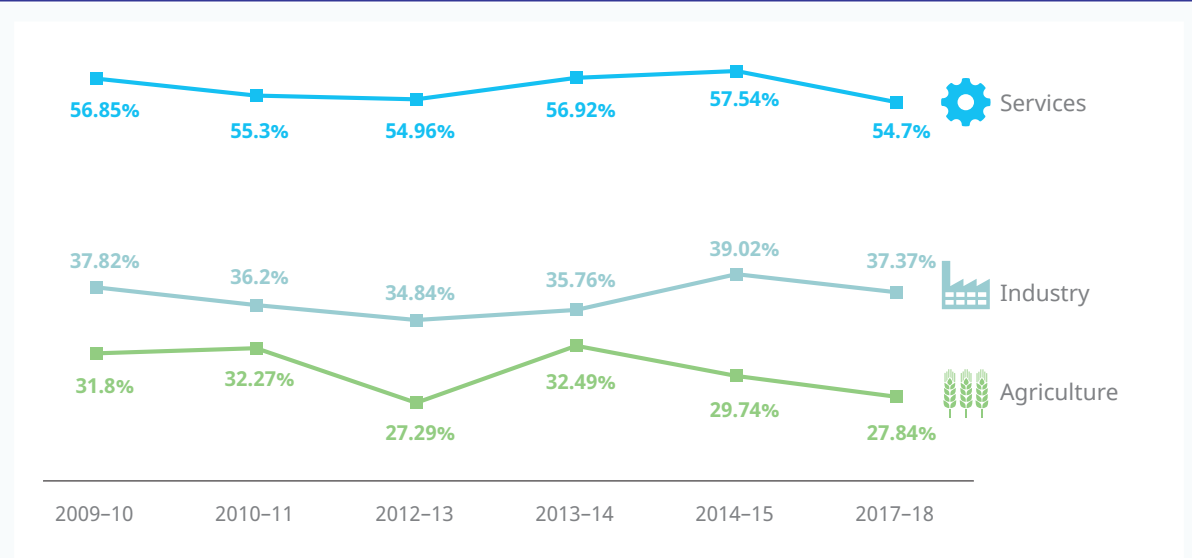


FIGURE 50. Weekly hours of work (standardized bands), 2009–2018 (%)

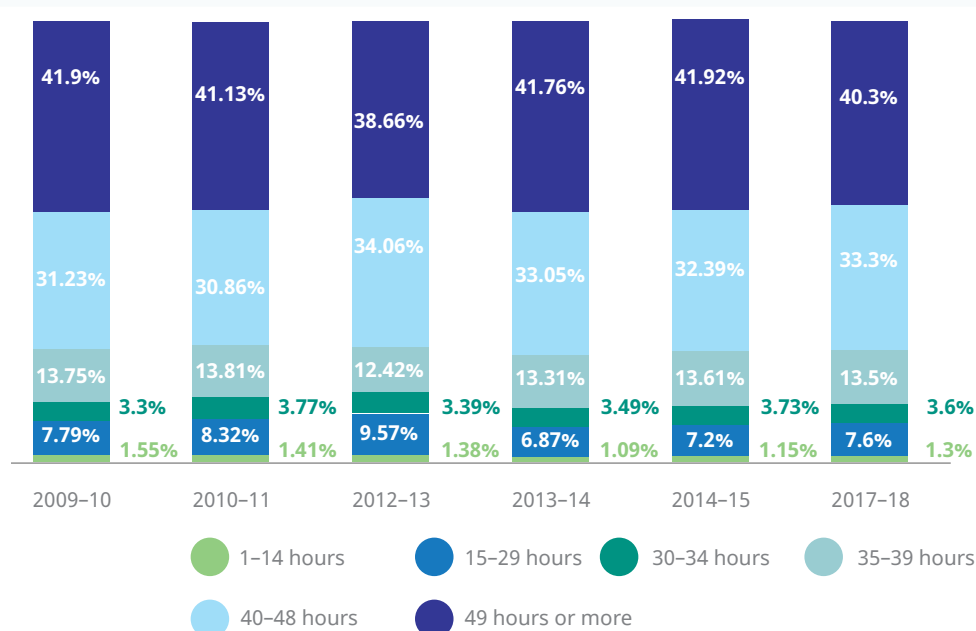


FIGURE 51. Time-related underemployment as a percentage of total employment, 2009–2018 (%)

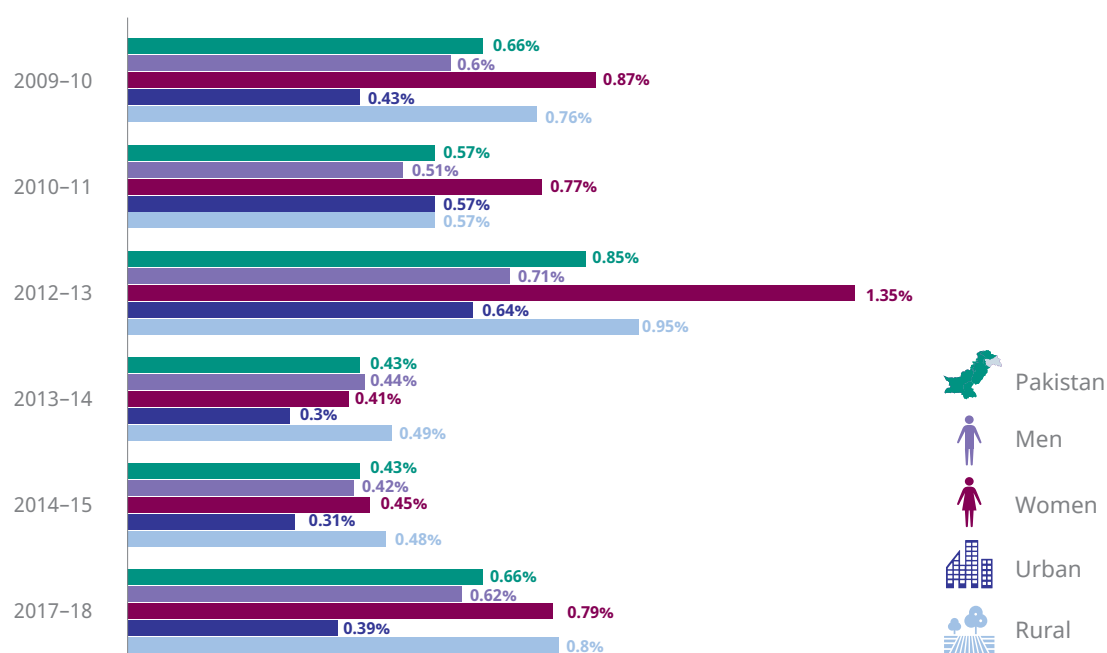
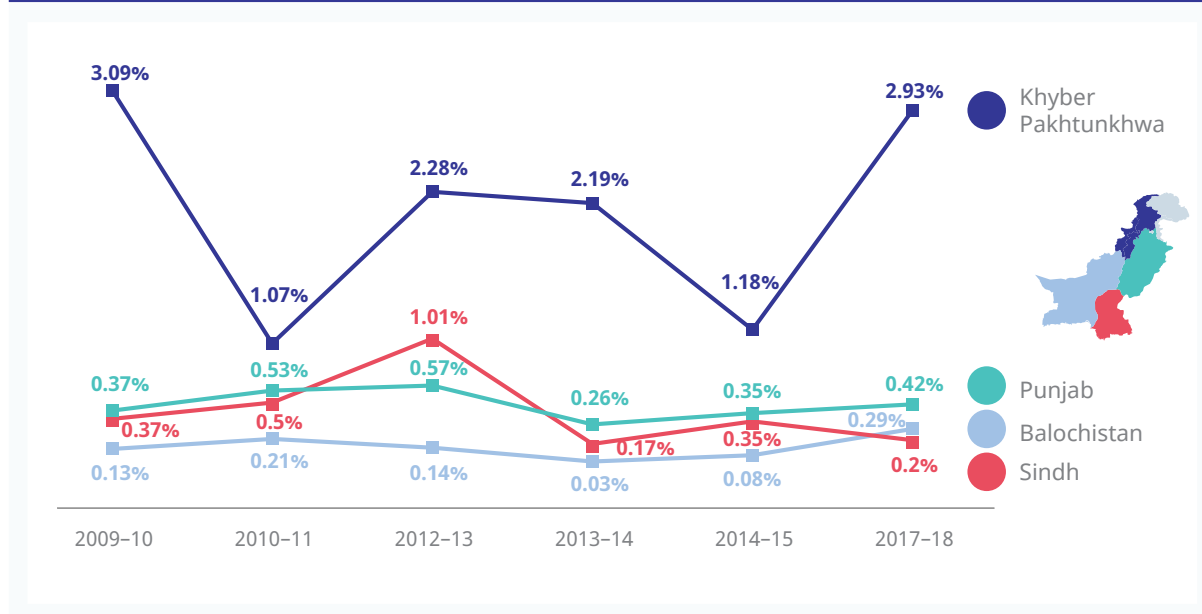


FIGURE 52. Time-related underemployment as a percentage of total employment by province, 2009–2018 (%)





5

► 5 Combining work, family and personal life



Maintaining a proper balance between work, family and personal life is an important aspect of decent work. The ILO's Workers with Family Responsibilities Convention, 1981 (No. 156), is a key international standard in this respect. To date, Pakistan has not ratified this Convention. However, the country's labour laws include a number of provisions for maintaining a balance between work and family life, although their coverage remains limited (see boxes 7 and 8 on maternity and parental leave).

While a statistical indicator to measure this dimension of decent work has not been determined, the ILO suggests the inclusion of two indicators: asocial/unusual hours and maternity protection. This profile uses three proxy indicators to gauge progress on work-life balance in Pakistan: (i) the proportion of employed persons who are married, (ii) the proportion who are heads of households, and (iii) the proportion who work at home. The first two indicators provide data on the share of the employed workforce who shoulder a 'double burden' of work and significant family responsibilities. The third indicator offers evidence of flexibility in terms of managing work and household responsibilities.

A significant majority of Pakistan's employed workforce, over the age of 15, are married. This share increased from nearly 68 per cent in 2009–10 to 72 per cent in 2017–18. A slightly higher share of employed women are married than men, and the proportion of both married women and men increased during the decade. Similarly, more rural employed workers are married than their urban counterparts. Married women shoulder a much higher burden of unpaid care work than men.



72
per cent
of workers were
married in
2017–18



More
women
and rural
workers
were married
than men or
urban workers

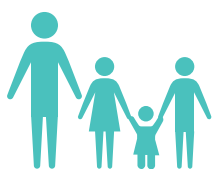


Women spend more time

on unpaid care work than men

Evidence from Pakistan's only Time Use Survey, conducted in 2007, reveals that women of or over the age of 15, spend over ten times more time on unpaid care work each day (287 minutes) than men (28 minutes), on average.

Provincial analysis reveals that Balochistan had the highest share of married employed workers (between 71 and 79 per cent), followed by Khyber Pakhtunkhwa (69 to 74 per cent). Across all provinces, national gender and geographic location-related trends are broadly similar. The gender gap was lowest in Punjab.



54–59 per cent

of employed men were heads of household vs 6–9 per cent of women

The proportion of employed workers who are heads of households rose slightly during the decade, from 43.2 per cent in 2009–10 to around 47 per cent by 2017–18. However, a very small proportion of employed women are heads of households (between 4 and 6 per cent) compared to men (54 to 59 per cent).

The urban-rural divide shows that more employed urban workers are heads of households than rural workers, potentially because the nuclear family structure is more prevalent in urban areas. Provincial disaggregation indicates that Balochistan had the highest proportion of employed heads of households, which increased consistently during the decade – from 50 per cent in 2009–10 to 60 per cent in 2017–18. The proportion was lowest in Punjab, ranging between 42 and 44 per cent.



33.4 per cent

of women worked at home in 2017–18, far more than men

Only a small share of the employed labour force (between 8 and 9 per cent) worked at home during the period under review. However, this average masks large gender disparities. Far more employed women worked at home than men, ranging from a low of 26.4 per cent in 2012–13 to a high of 33.4 per cent in 2017–18.

Women's higher share is attributable to cultural norms which limit women's mobility and opportunities to work outside the home. This is particularly relevant in the more conservative province of Khyber Pakhtunkhwa, where the majority of employed women worked at home.

Box 7. Legal framework indicator 7: Maternity leave

Laws, policies and institutions

Article 37 of Pakistan's Constitution refers to maternity benefits for women workers, as do a number of key laws:

- the Mines Maternity Benefits Act, 1941;
- the West Pakistan Maternity Benefit Ordinance, 1958;
- the Provincial Employees Social Security Ordinance, 1965;
- the Civil Servants Act, 1973 (Revised Leave Rules, 1980);
- the Punjab Maternity Benefit Ordinance, 1958;
- the Punjab Domestic Workers Act, 2019;
- the Sindh Maternity Benefits Act, 2018;
- the Sindh Home Based Workers Act, 2018;
- the Khyber Pakhtunkhwa Maternity Benefits Act, 2013;
- the Azad Jammu and Kashmir Civil Servants Act, 1976; and
- the Azad Jammu and Kashmir Maternity Benefits Act, 2017.

A number of aspects of laws on maternity leave are important to highlight, including:

- **Qualifying conditions:** Eligibility condition for these laws differ. Under the Mines Maternity Act, a woman must be employed in a mine for no less than six months before giving birth, while the Maternity Benefits Ordinance requires that a woman be employed for no less than four months before delivery. A woman worker is eligible for maternity benefits under the Provincial Employees Social Security Ordinance if contributions were made on her behalf for at least six months during the preceding 12 months. Section 38 of this ordinance specifies that women workers who are entitled to maternity benefits under Section 36 are also entitled to prenatal confinement and postnatal medical care. The Civil Servants Act only covers government servants.
- **Benefits (level and duration):** Under the Mines Maternity Benefits Act and the Maternity Benefit Ordinance, every employed woman is entitled to a maximum of 12 weeks (3 months) of maternity leave with full pay. Postnatal leave in the six weeks immediately after giving birth is compulsory, as per Section 4 of Maternity Benefit Ordinance. The remaining six weeks of leave may be taken before or after giving birth. Maternity leave in the public sector is also 90 days (3 months) on full wages, according to the Revised Leave Rules 1980 for civil servants.
- **Informal workers:** Section 6, sub-section (4), of the Punjab Domestic Workers Act specifies that women domestic workers are entitled to six weeks of maternity leave. Section 5 of the Sindh Home Based Workers Act states that every registered home-based worker is entitled to the same maternity benefits, including leave and pay, as formal workers.
- **Harmful work:** While Section 3 of the Maternity Benefits Ordinance prohibits

women from working six weeks after giving birth, no legal provision specifically states that pregnant and lactating women are entitled to special protection or should not be made to perform harmful work. Labour laws only include gender neutral provisions on workers' safety.

- **Protection from dismissal:** It is illegal to dismiss a woman worker on maternity leave, or to terminate her employment six months before delivery to avoid paying maternity benefits, according to Section 7 of the Maternity Benefit Ordinance.
- **Right to return to the same position:** Employers are prohibited from dismissing, discharging, reducing, or otherwise punishing employees who exercise their right to maternity benefits, sickness benefits, injury benefits or medical care. It may be inferred from this provision that a woman worker has the right to return to same job after taking maternity leave, as per Section 72 of the Provincial Employees Social Security Ordinance, although this is not explicitly stated in labour laws.
- **Breastfeeding:** No legal provisions appear to exist requiring employers to provide breastfeeding breaks for new mothers.
- **Financing:** Employers are liable for paying maternity benefits.

Evidence of implementation

No information has been made available to the ILO's supervisory bodies. It is important to distinguish between the coverage of workers in law and in practice:

- **Coverage of workers in law:** The Mines Maternity Benefits Act applies to all the mines governed under the Mines Act 1923, while the West Pakistan Maternity Benefits Ordinance, 1958, applies to all organizations, industrial or commercial establishments and factories defined by the Factories Act, 1934. The Provincial Employees Social Security Ordinance, 1965, applies to all provincial establishments and stipulates maternity benefits and medical care during pregnancy. The Civil Servants Act, 1973, and Revised Leave Rules, 1980, govern civil servants' maternity leave. The Punjab Domestic Workers Act, 2019, covers provincial domestic workers' right to maternity leave, while the Sindh Home-Based Workers Act, 2018, does so for registered home-based workers in the province.
- **Coverage of workers in practice:** These laws cover formal workers in industrial, commercial and mining establishments, public servants nationwide, and domestic and home-based workers in Punjab and Sindh. They do not apply to informal workers.

Ratification of ILO Conventions

Pakistan has not ratified the Maternity Protection (Revised) Convention, 1952 (No. 103), the Maternity Protection Convention, 2000 (No. 183), or the Social Security (Minimum Standards) Convention, 1952 (No. 102).

Sources: ILO, "Working Conditions Laws Database", TRAVAIL database, accessed 9 June 2020; ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Box 8. Legal framework indicator 8: Parental leave

Laws, policies and institutions

Paid paternity leave for new fathers is not usually provided under labour legislation for the private sector. In Punjab, after the provincial government amended the Revised Leave Rules, 1981, on 30 October 2012, male civil servants are entitled to paternity leave. Other aspects of parental leave legislation that are important to note include:

- **Benefits (levels and duration):** Paid leave of up to seven days is provided for, immediately at or after a child's birth. However, paternity leave on full pay is only admissible twice during a civil servant's service.
- **Qualifying conditions:** Permanent employees of the Government of the Punjab.
- **Financing:** Paternity leave is paid by the Government of the Punjab.

Evidence of implementation

The benefit is only available to permanent employees (civil servants) of the Government of the Punjab, in line with the Revised Leave Rules, 1981. In terms of the coverage of workers, it is important to note:

- **Coverage of workers in law:** All permanent provincial male government employees in Punjab are covered by the provision.

Ratification of ILO Conventions

Pakistan has not ratified the Workers with Family Responsibilities Convention, 1981 (No. 156).

Sources: ILO, "Working Conditions Laws Database", TRAVAIL database, accessed 9 June 2020; ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Government of Punjab, *Punjab Revised Leave Rules*, 1981.

TABLE 5. Combining work, family and personal life

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Proportion of employed persons who are married, aged 15+ (%)						
Pakistan						
Both genders	68.0	68.9	69.6	71.4	71.8	71.9
Men	67.4	68.5	69.0	71.1	71.7	71.6
Women	70.1	70.4	72.0	72.4	72.1	73.1
Urban	64.5	65.4	66.3	68.7	70.1	69.4
Rural	69.5	70.5	71.1	72.6	72.6	73.3
Punjab						
Both genders	67.9	68.4	69.7	70.7	70.9	71.9
Men	67.3	68.1	69.3	70.3	71.0	71.6
Women	69.4	69.3	71.1	71.7	70.8	72.4
Urban	64.5	65.3	66.3	68.0	69.0	69.9
Rural	69.3	69.7	71.1	71.8	71.7	72.8
Sindh						
Both genders	66.9	68.4	67.9	70.9	71.5	70.9
Men	65.8	67.5	66.9	70.6	71.2	70.3
Women	73.7	73.3	73.3	72.7	73.7	75.3
Urban	63.4	64.4	65.4	68.3	70.8	67.4
Rural	69.6	71.3	69.8	73.0	72.1	74.3
Khyber Pakhtunkhwa						
Both genders	69.2	71.0	72.7	74.0	73.7	72.1
Men	69.6	70.6	71.7	73.1	72.6	71.6
Women	67.3	72.4	77.2	78.5	78.4	74.8
Urban	67.1	67.5	68.6	72.1	69.4	70.5
Rural	69.6	71.6	73.5	74.5	74.6	72.5
Balochistan						
Both genders	72.3	74.8	70.3	76.8	79.5	77.9
Men	71.7	74.5	70.6	77.4	79.8	77.5
Women	78.0	77.8	67.9	70.3	78.0	82.6
Urban	72.3	74.5	72.0	75.6	79.3	78.4
Rural	72.4	74.9	69.8	77.2	79.6	77.7
Islamabad Capital Territory						
Both genders						74.5
Men						76.9
Women						60.2
Urban						73.1
Rural						76.2

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 5.1. Combining work, family and personal life

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Proportion of employed persons who are heads of households, aged 15+ (%)						
Pakistan						
Both genders	43.2	43.7	45.2	46.3	46.9	46.9
Men	53.8	54.8	56.3	58.2	58.9	58.0
Women	4.1	4.1	5.5	5.6	5.8	6.3
Urban	47.3	47.2	49.3	51.5	53.1	50.5
Rural	41.4	42.1	43.4	43.9	44.0	45.0
Punjab						
Both genders	41.9	41.8	43.3	42.4	42.9	43.7
Men	54.8	55.1	56.6	56.6	57.0	57.5
Women	4.4	4.4	5.6	5.7	6.0	6.7
Urban	46.8	46.1	47.6	47.7	49.3	49.1
Rural	40.0	40.1	41.5	40.2	40.3	41.1
Sindh						
Both genders	45.3	46.1	48.8	53.5	54.7	54.1
Men	52.4	54.1	57.2	62.0	62.8	61.2
Women	2.0	1.5	2.8	3.4	2.4	2.9
Urban	48.1	48.7	52.0	57.7	59.3	53.4
Rural	43.0	44.0	46.3	50.1	50.9	54.7
Khyber Pakhtunkhwa						
Both genders	43.6	44.6	45.6	46.8	47.5	44.3
Men	51.4	52.8	53.0	54.9	55.1	51.2
Women	6.3	6.4	10.6	9.3	12.5	8.0
Urban	44.0	45.3	45.5	47.4	46.2	43.9
Rural	43.5	44.4	45.6	46.7	47.8	44.4
Balochistan						
Both genders	49.6	54.6	51.3	58.6	55.4	60.4
Men	55.0	59.5	56.6	63.8	66.3	65.2
Women	0.4	0.8	1.3	1.7	0.4	1.7
Urban	54.8	56.0	54.2	59.9	63.8	64.2
Rural	48.2	54.1	50.4	58.2	52.8	59.1
Islamabad Capital Territory						
Both genders						48.1
Men						54.8
Women						9.1
Urban						46.7
Rural						49.9

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 5.2. Combining work, family and personal life

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Proportion of employed persons who work at home, aged 15+ (%)						
Pakistan						
Both genders	8.6	8.8	7.6	9.1	9.0	8.8
Men	2.5	2.5	2.3	2.8	2.5	2.1
Women	31.0	31.1	26.4	30.7	31.4	33.4
Urban	5.5	5.4	4.7	5.5	5.8	5.7
Rural	9.9	10.2	8.9	10.8	10.5	10.5
Punjab						
Both genders	11.1	11.6	9.5	11.6	10.8	11.4
Men	3.3	3.5	2.9	3.7	2.9	2.8
Women	34.0	34.5	28.1	31.9	31.5	34.6
Urban	7.8	7.7	6.6	8.1	8.0	7.6
Rural	12.5	13.1	10.6	13.0	12.0	13.3
Sindh						
Both genders	2.2	1.6	1.8	2.0	2.5	2.5
Men	1.4	1.0	0.9	0.9	1.3	0.9
Women	7.0	4.9	6.7	8.0	10.3	14.6
Urban	2.4	2.0	2.0	2.0	2.4	3.0
Rural	2.0	1.3	1.7	1.9	2.5	2.1
Khyber Pakhtunkhwa						
Both genders	10.6	11.3	10.6	13.1	12.9	11.1
Men	1.4	1.7	2.2	1.9	2.5	2.3
Women	54.2	56.0	50.1	65.6	60.9	57.7
Urban	4.2	4.3	3.1	3.9	4.6	5.1
Rural	11.8	12.7	12.2	15.2	14.7	12.4
Balochistan						
Both genders	3.5	2.8	6.3	4.8	9.9	1.9
Men	2.5	1.6	3.9	4.0	3.3	1.1
Women	12.1	15.0	29.2	13.0	42.8	11.2
Urban	1.7	2.8	3.4	1.9	6.1	1.8
Rural	4.0	2.7	7.2	5.7	11.0	1.9
Islamabad Capital Territory						
Both genders						3.7
Men						2.0
Women						13.6
Urban						4.2
Rural						3.0

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on combining work, family and personal life

FIGURE 53. Proportion of employed persons who are married, aged 15+, 2009–2018 (%)

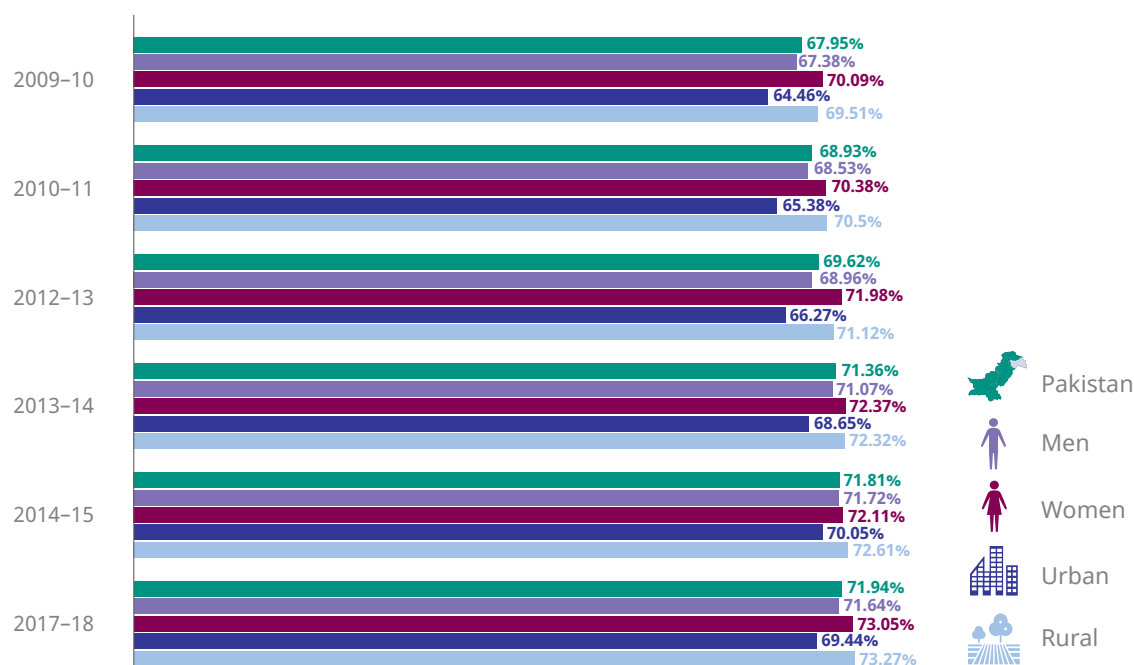


FIGURE 54. Proportion of employed persons who are married by province, aged 15+, 2009–2018 (%)

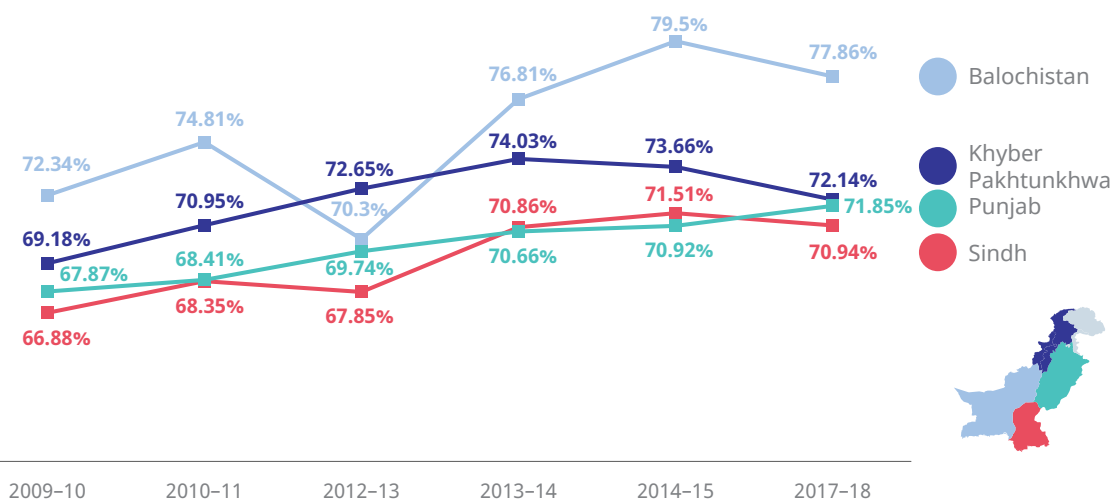


FIGURE 55. Proportion of employed persons who are heads of households by gender and geographic location, aged 15+, 2009–2018 (%)

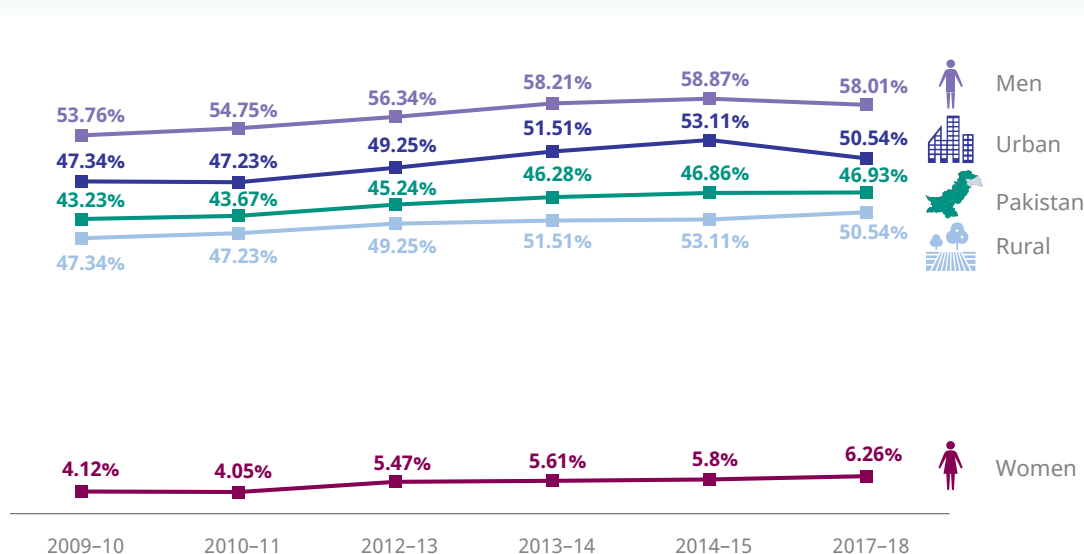


FIGURE 56. Proportion of employed persons who are heads of households by province, aged 15+, 2009–2018 (%)

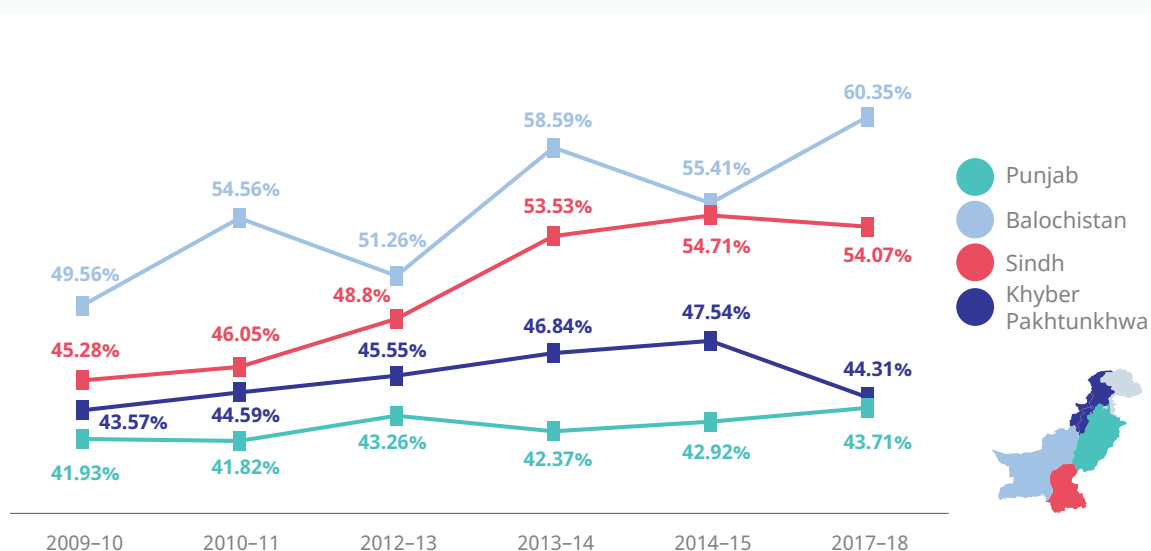


FIGURE 57. Proportion of employed persons who work at home, aged 15+, 2009–2018 (%)

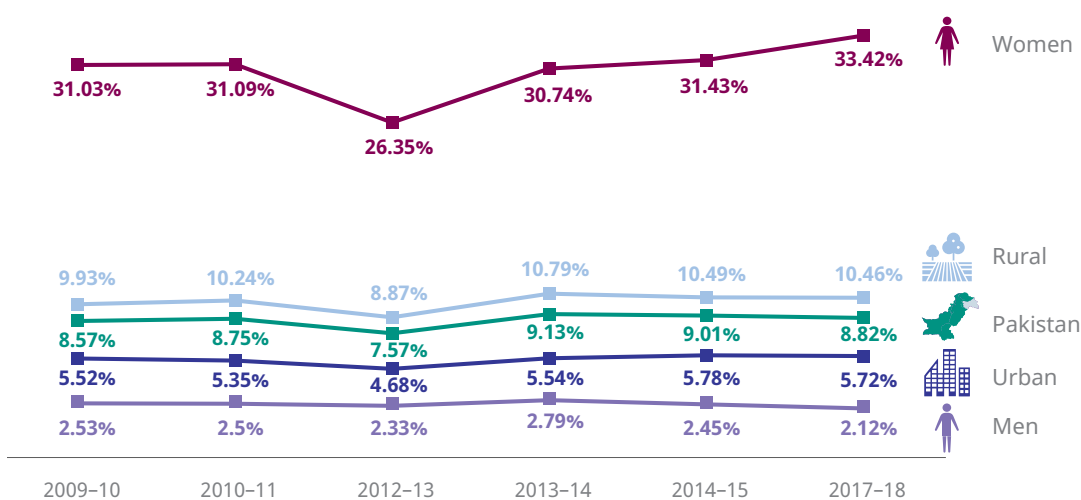
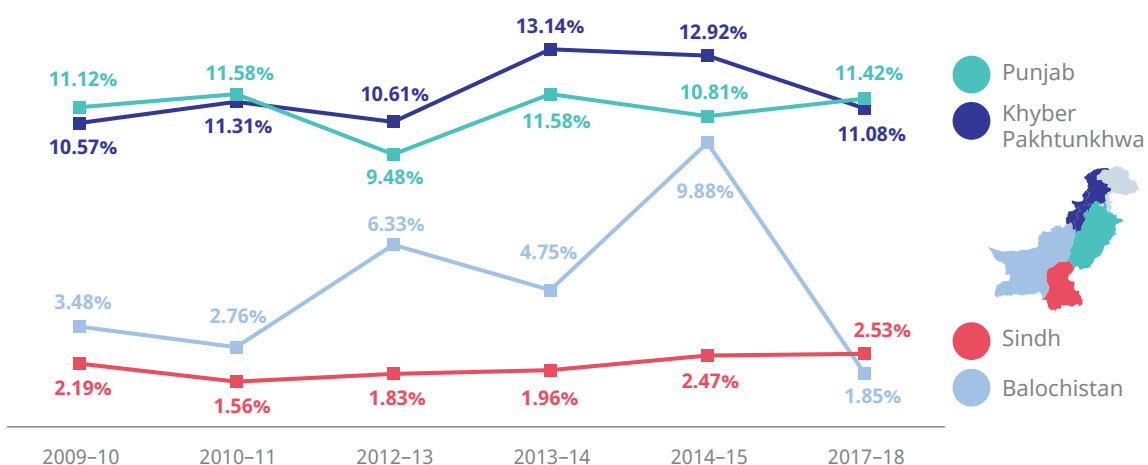


FIGURE 58. Proportion of employed persons who work at home by province, aged 15+, 2009–2018 (%)





6

► 6 Work that should be abolished



Abolishing child labour, including its worst forms, is an important dimension of decent work. Pakistan has ratified core ILO Conventions related to child labour, including the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182). For details on Pakistan's legal framework, see boxes 9 and 10 on child and forced labour. Statistical indicators for assessing progress include the child labour rate, and the hazardous child labour rate, for children between the ages of 5 and 17. Assessing the full extent of child labour in Pakistan is not currently possible. The Labour Force Survey only collects data on the labour force participation of persons over the age of 10, and no dedicated child labour survey has been conducted in Pakistan since 1996. Pakistan's first child labour survey in two decades is currently underway, by the Government and the United Nations Children's Fund (UNICEF), but its results were not available during this profile's compilation.

Estimates of the incidence of child labour for children aged 10 to 14, obtained from different rounds of the Labour Force Survey between 2009 and 2018, indicate that just over 11 per cent of children in this age group were economically active in 2009–10. This rate declined consistently during the period, falling to 7.5 per cent in 2017–18. The incidence of child labour was higher for boys than girls, although the rate for boys declined more sharply than the rate for girls. Child labour was more pronounced in rural settings than in urban centres, although it experienced a faster decline in rural areas.

Among Pakistan's provinces, the child labour rate was highest in Sindh up to 2012–13, before declining at a more rapid pace than in Punjab, the province with the highest incidence of child labour during the 2009–2018 period overall. While the child labour rate for boys fell during the decade in Punjab, it rose for girls, leading to a higher incidence of child labour among girls in Punjab than boys between 2014 and 2018. With the exception of Punjab, the child labour rate for both girls and boys generally declined across all other provinces. The incidence of child labour was lowest in Islamabad Capital Territory, where just under 3 per cent of children aged 10 to 14 were economically active.



13.1 per cent

of 10 to 17-year-olds
were engaged in
labour in 2017–18

Extending the upper age for child labourers to 17 years, in line with the ILO's global guidelines, causes estimates of child labour in Pakistan to increase significantly. The prevalence of child labour among 10 to 17-year-olds was 17.4 per cent in 2009–10, a rate that declined to 13.1 per cent in 2017–18. The gender gap is far larger for this age group, with a greater share of economically active boys than girls. Nevertheless, the gender gap narrowed during the decade due to a relatively faster decrease in the prevalence of child labour among boys.

Urban-rural disaggregation reveals a much higher incidence of child labour among rural children aged 10 to 17 than children in urban areas. The proportion of rural child labourers was highest in 2009–10, accounting for 21.5 per cent of all rural children, a rate that declined consistently to reach 16.4 per cent in 2017–18. The incidence of child labour in urban areas fell from 9.1 per cent in 2009–10 to 7.1 per cent in 2017–18.



More boys and rural children

were engaged in
child labour than
girls or urban
children

Provincial patterns are similar to those among children aged 10 to 14. Thus, Sindh had the highest share of economically active 10 to 17-year-olds between 2009 and 2013, while their prevalence was highest in Punjab between 2013 and 2018. The incidence of child labour increased significantly in Balochistan. It was lowest in Islamabad Capital Territory, where 4 per cent of children aged 10 to 17 were involved in work in 2017–18.

Hazardous work is a component of the worst forms of child labour, governed by Article 3(d) of the Worst Forms of Child Labour Convention, 1999 (No. 182). As Pakistan has ratified the Convention, provincial Labour Departments have notified a list of hazardous occupations and processes in their respective jurisdictions (see box 9 for details). However, in the absence of administrative data records that are consistent across all four provinces, a proxy definition of hazardous child labour has been adopted for this profile. It considers all children who work long hours (over 42 hours per week) to be engaged in hazardous work.



5.4 per cent

of 10 to 17-year-
olds were engaged
in hazardous child
labour in 2017–18

Based on this definition, between 2 and 3 per cent of children aged 10 to 14 were involved in hazardous work in the 2009–2018 period. The hazardous child labour rate was much higher for boys than girls, and slightly higher for rural children than their urban counterparts. Among Pakistan's provinces, the hazardous child labour rate was highest in Balochistan, where it rose between 2009 and 2015, peaking at 4.7 per cent in 2014–15. The rate was lowest in Khyber Pakhtunkhwa, where it declined from 2.1 per cent in 2009–10 to 1.1 per cent in 2017–18.

The prevalence of hazardous child labour nearly doubles when considering data for children between the ages of 10 and 17 – 6.7 per cent in 2009–10, which declined to 5.4 per cent in 2017–18. The gender gap in the hazardous child labour rate for this age group decreased during the decade and the urban-rural gap is much smaller – ranging between 5.7 and 7 per cent in rural areas, and between 4.6 and 6 per cent in urban centres – than the rate for 10 to 14-year-olds. Balochistan had the highest proportion of children aged 10 to 17 engaged in hazardous work, followed closely by Punjab. The rate was lowest in Islamabad Capital Territory (2.6 per cent).

Box 9. Legal framework indicator 9: Child labour

Laws, policies and institutions

Several legal frameworks in Pakistan focus on child labour:

- the Children (Pledging of Labour) Act, 1933;
- the Employment of Children Act, 1991 (applicable in Balochistan and Islamabad Capital Territory);
- the Employment of Children Rules, 1995 (applicable in Balochistan and Islamabad Capital Territory);
- the Punjab Prohibition of Child Labour at Brick Kilns Act, 2016;
- the Punjab Restriction on Employment of Children Act, 2016;
- the Sindh Prohibition of Employment of Children Act, 2017;
- the Khyber Pakhtunkhwa Prohibition of Employment of Children Act, 2015;
- the Azad Jammu and Kashmir Children (Pledging of Labour) Act, 2017; and
- the Azad Jammu and Kashmir Restriction on Employment of Children Act, 2019.

Other frameworks relevant for child labour include factories legislation, specifically:

- the Factories Act, 1934;
- the Factories Act, 1934 (adapted by Punjab through the Amendment Act, 2012);
- the Sindh Factories Act, 2015;
- the Khyber Pakhtunkhwa Factories Act, 2013; and
- the Azad Jammu and Kashmir Factories Act, 2017.

Legislation on shops and establishments is also relevant to child labour, notably:

- the Shops and Establishments Ordinance, 1969;
- the Shops and Establishments Ordinance, 1969 (adapted by Punjab through the Amendment Act, 2014);
- the Sindh Shops and Commercial Establishment Act, 2015;
- the Khyber Pakhtunkhwa Shops and Establishments Act, 2015; and
- the Azad Jammu and Kashmir Shops and Establishment (Amendment) Act, 2017 (updated).

Sector-specific laws that concern children's employment and working conditions include:

- the Mines Act, 1923;
- the Road Transport Workers Ordinance, 1961;
- the Merchant Shipping Ordinance, 2001;
- the Punjab Prohibition of Child Labour at Brick Kilns Act, 2016;
- the Azad Jammu and Kashmir Road Transport Workers Act, 1975; and
- the Azad Jammu and Kashmir Prohibition of Child Labour and Regulation of Labour at Brick Kilns Act, 2017.

Key relevant policies include the Khyber Pakhtunkhwa Child Labour Policy, 2018.

Article 11(3) of Pakistan's Constitution specifies that *"no child below the age of 14 years shall be engaged in any factory or mine or any other hazardous employment"*. Article 25(A) states that *"the state shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as determined by law"*, meaning that no children in this age group are supposed to be engaged in work. The Constitution further requires the state to ensure that *"women and children are not employed in vocations unsuited to their age or sex"*.

The Employment of Children Act, 1991, defines a child as anyone under the age of 14, and an adolescent anyone under the age of 18. The definitions of children and adolescent in this act override definitions in other labour laws. However, the 18th Constitutional Amendment raised the minimum age for labour to 16 years without amending other labour laws, continuing contradictions between legal provisions.

The Employment of Children Act, 1991, also provides for exceptions. It specifies that no child can be employed in any occupation, establishment or process defined as hazardous for children, except when the process is carried out by their family as a business, or in any (training) school set up, assisted or recognized by the Government.

Pakistan also has legislation prohibiting the trafficking of children for any purpose, including labour. Section 3(iii) of the Prevention and Control of Human Trafficking Ordinance, 2002, states:

Whoever knowingly purchases, sells, harbours, transports, provides, detains or obtains a child or a woman through coercion, kidnapping or abduction, or by giving or receiving any benefit for trafficking him or her into or out of Pakistan or with intention thereof, for the purpose of exploitative entertainment by any person and has received or expects to receive some benefit in lieu thereof shall be punishable with imprisonment which may extend to ten years and shall also be liable to a fine.

While 14 years is the general age for admission to employment, hazardous work in general is prohibited. Under a Federal Government Notification issued in 2005 on

hazardous forms of child labour, four occupations and 34 processes are considered hazardous for children under the age of 14. However, the notification does not set a higher minimum age for hazardous work.

Evidence of implementation

The Committee of Experts on the Application of Conventions and Recommendations has requested information on the possibility of excluding work in family establishments from the scope of Convention 138, since Section 3 of Pakistan's Employment of Children Act already excludes work in family businesses. The Committee of Experts also noted that there are no clear regulations on employing children between 12 and 14 years old for 'light work', and there is no legally-established higher minimum age for hazardous work.

In terms of the Minimum Age Convention, 1973 (No. 138), the Committee of Experts has referred to the issue of setting a minimum age for admission to work, requesting the Government of Pakistan to ensure that new provincial legislation sets a minimum age. It noted that 14 was the legally prescribed minimum age for employment prescribed by the Government when it ratified the Convention. It also requested the Government to ensure that the minimum age for hazardous work is set at 18 in Balochistan and Islamabad Capital Territory.

Noting provincial statistics on inspections related to child labour, the Committee of Experts requested current information on the number and nature of violations related to children's employment from provincial inspectorates. It recommended imposing effective and dissuasive penalties for violations.

In terms of statistics on child labour, the Committee of Experts urged the Government to strengthen its efforts to prevent and eliminate child labour, as well as to provide the results of provincial child labour surveys once these are completed.

In terms of the Worst Forms of Child Labour Convention, 1999 (No. 182), the Committee of Experts has taken into account reports of armed groups using children to carry out suicide attacks in Pakistan. As such, it urged the Government to intensify its efforts to put an end to the forced or compulsory recruitment of children by armed groups. It urged the Government to ensure thorough investigations and robust prosecutions of offenders, and to impose sufficiently effective and dissuasive penalties on convicts.

The Committee of Experts noted that Pakistan is a significant source, destination and transit country for children trafficked for the purposes of commercial sexual exploitation and forced or bonded labour, and recognized Pakistan's adoption of the Criminal Law (Second Amendment) Act, 2016, prohibiting the trafficking of human beings.

To this end, the Committee of Experts encouraged strengthened government efforts to combat and eliminate trafficking in children, to strengthen the procedures for identifying child victims of trafficking, and to ensure that these children are referred to appropriate services for rehabilitation and social integration. It requested the Government to provide information on concrete measures taken and results achieved.

Considering reports on millions of out-of-school children in Pakistan, the Committee of Experts urged the Government to redouble its efforts to improve access to free basic education. It requested for information on measures taken and results achieved to increase enrolment and reduce dropout rates.

In light of the large number of children in hazardous work, the Committee of Experts also urged the intensified government efforts to eliminate the worst forms of child labour, particularly hazardous work, to share information on progress achieved, and to share data from provincial child labour surveys.

Ratification of ILO Conventions

Pakistan ratified the Worst Forms of Child Labour Convention, 1999 (No. 182), on 11 October 2001 and the Minimum Age Convention, 1973 (No. 138), on 6 July 2006.

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Direct Request (CEACR): Minimum Age Convention, 1973 (No. 138) - Pakistan (Ratification: 2006)*, ILC. 109 (2020); Committee of Experts on the Application of Conventions and Recommendations, *Direct Request (CEACR): Worst Forms of Child Labour Convention, 1999 (No. 182) - Pakistan (Ratification: 2001)*, ILC. 109 (2020); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Box 10. Legal framework indicator 10: Forced labour

Law, policies and institutions

Pakistan's Constitution contains provisions on people's economic and social well-being, as well as on promoting social justice. Fundamental rights to security, life and liberty, the prohibition of slavery and forced labour, and the right to form associations or unions, among others, are enshrined in the Constitution. Before Pakistan was founded in 1947, the pre-partition Children (Pledging of Labour) Act, 1933, aimed to prohibit agreements whereby children were pledged as labourers by their parents or guardians. In the post-partition era, Articles 3 and 11 of Pakistan's Constitution guarantee the abolition of bonded labour. As such, the state is constitutionally required to gradually eliminate all forms of exploitation. Article 11 of the Constitution declares that slavery is non-existent, forbidden and that no law may permit or facilitate its introduction, in any form.

Therefore, all forms of forced labour are prohibited in Pakistan. The only exceptions allowed are compulsory labour as part of court-ordered punishments, or works required by a law for public purposes. However, this too is subject to the condition that no compulsory work can be of a 'cruel nature' or 'incompatible with human dignity'.

Bonded labour is also covered by Article 3 of the Constitution, which affirms: *"The State shall ensure the elimination of all forms of exploitation and the gradual fulfilment of the fundamental principle, from each according to his ability to each according to his work."*

Bonded labour amounts to exploitation since labourers lack opportunities for decent work or adequate remuneration. Thus, its eradication is a constitutional obligation. This form of labour is also barred by Article 14, that prohibits torture and violations of dignity, and Article 37(e) which obliges the state to ensure just and humane conditions of work. By depriving workers of fundamental freedoms, bonded labour also contravenes constitutional provisions on freedom of movement and residence (Article 15), freedom of assembly (Article 16), freedom of association (Article 17), freedom of profession (Article 18), freedom of speech (Article 19), and the equality of citizens (Article 25).

A number of laws put these constitutional provisions on bonded labour into effect:

- the Pakistan Penal Code, 1860;
- the Children (Pledging of Labour) Act, 1933;
- the Bonded Labour System (Abolition) Act, 1992 (applicable in Balochistan and Islamabad Capital Territory);
- the Bonded Labour System (Abolition) Act, 1992 (adopted by Punjab in 2012);
- the Prevention and Control of Human Trafficking Ordinance, 2002;
- the Punjab Tenancy Act, 1887;
- the Punjab Prohibition of Child Labour at Brick Kilns Act, 2016;
- the Sindh Tenancy Act, 1950;
- the Sindh Bonded Labour System (Abolition) Act, 2015;
- the North-West Frontier Province Tenancy Act, 1950;
- the Khyber Pakhtunkhwa Bonded Labour System (Abolition) Act, 2015;
- the Balochistan Tenancy Ordinance, 1979;
- the Azad Jammu and Kashmir Bonded Labour System (Abolition) Act, 2017;
- the Azad Jammu and Kashmir Children (Pledging of Labour) Act, 2017; and
- the Azad Jammu and Kashmir Prohibition of Child Labour and Regulation of Labour at Bricks Kilns Act, 2017.

The Bonded Labour System (Abolition) Act, 1992, makes the practice of bonded labour an offence punishable either by imprisonment for between two and five years, or a fine of no less than PKR 50,000 (equivalent to US\$ 311 as per the operational exchange for June 2020 and US\$357.5 using the rate for December 2018), or both. Legislation enacted in Khyber Pakhtunkhwa and Sindh contains similar provisions. District Vigilance Committees (DVCs) have been created to observe the implementation of laws and support the rehabilitation of freed bonded labourers.

The punishment for persons knowingly involved in planning or undertaking human trafficking is up to seven years in prison and a fine, in line with the Prevention and Control of Human Trafficking Ordinance, 2002. This includes trafficking for exploitative entertainment, slavery or forced labour.

Pakistan's Penal Code also includes provisions on forced or bonded labour and slavery. Section 370 prohibits the buying or 'disposing of any person' as a slave. Violators are punished with imprisonment for up to seven years, and a fine. Section 371 recommends imprisonment for up to 10 years and fine for anyone who habitually deals in slaves as an occupation. Section 374 prescribes up to five years in prison, or a fine, or both, for anyone who compels another person to perform compulsory (forced) labour.

Pakistan's provinces have institutional frameworks in place to implement the provisions of conventions and recommendations on bonded and forced labour. Institutions responsible for implementation include provincial Departments of Labour, provincial Police and Home Affairs Department, the federal Ministry of the Interior and its associated departments, including the Federal Investigation Agency.

Evidence of implementation

The Committee of Experts on the Application of Conventions and Recommendations has noted that the Federal Bonded Labour System (Abolition) Act, 1992, is applicable in Balochistan and Islamabad Capital Territory, and that provincial legislation has been enacted in this regard. Provisions in the Khyber Pakhtunkhwa Bonded Labour System Abolition Act, 2015, and the Sindh Bonded Labour System (Abolition) Act, 2015, prohibit bonded labour, extinguish remaining debts, and prescribe criminal penalties for violations. The Punjab Prohibition of Child Labour at Brick Kilns Act, 2016, regulates the employment of adults by requiring written contracts (Section 3), which must specify the amount of wages, advanced pay, and the payback schedule for any advance. Brick kiln owners or occupiers are also required to send a copy of workers' contracts to the inspector in their area. These contracts may be terminated by either party with a 30-day prior notice in writing.

However, the Committee of Experts noted information from the All Pakistan Federation of Trade Unions (APFTU), which reveals that bonded labour persists in brick kilns, despite its prohibition in law, due to a lack of effective enforcement. Therefore, the Committee of Experts urged the Government to take immediate action to ensure the effective application of provincial legislation on the abolition of bonded labour in practice, and to provide information on progress made. It also requested that the Government take necessary measures to ensure that the District Village Committees (DVCs) are re-established in Khyber Pakhtunkhwa and Sindh, and made functional in Balochistan. It requested information on measures taken in this regard, as well as on the operation of the DVCs, including copies of monitoring or evaluation reports.

Further information requested includes data on legal action taken against persons who employ bonded labourers, such as the number of prosecutions, convictions, specific penalties, and copies of court decisions.

The Committee of Experts strongly urged the Government to ensure that a survey of bonded labour is undertaken in each province, in cooperation with employers' and workers' organizations and other relevant partners. It requested that the Government continues providing information on progress achieved, including copies of the surveys once they are completed.

To abolish trafficking, the Committee of Experts urged strengthened government efforts to ensure that, in practice, persons who commit trafficking offences are subject to adequate and dissuasive penalties. It requested the continued provision of statistics on the number of trafficking cases, prosecutions, convictions and penalties. It also requested the Government to provide information on any progress made regarding the adoption of the draft Act to prevent and combat trafficking in persons, especially women and children.

The Committee of Experts noted with interest that the Ministry of Overseas Pakistanis and Human Resources Development submitted a proposal to the Ministry of Law and Justice on bringing laws into compliance with Convention No. 29 at different levels. It requested continued government efforts to align laws with the Convention's provisions, and asked for information to be provided on progress in this context.

Despite the Prevention and Control of Human Trafficking Ordinance (2002), Pakistan continues to be a major destination country for trafficked women. It also remains a major transit country for persons trafficked from Bangladesh to the Middle East, where women are subject to sexual exploitation.

Ratification of ILO Conventions

Pakistan ratified the Forced Labour Convention, 1930 (No. 29), on 23 December 1957 and the Abolition of Forced Labour Convention, 1957 (No. 105), on 15 February 1960.

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Forced Labour Convention, 1930 (No. 29) - Pakistan (Ratification: 1957)*, ILC. 197 (2018); Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Abolition of Forced Labour Convention, 1957 (No. 105) - Pakistan (Ratification: 1960)*, ILC. 109 (2020); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

TABLE 6. Work that should be abolished

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Child labour rate (children 10–14 years old) (%)						
Pakistan						
Both genders	11.2	10.5	10.1	9.2	8.6	7.5
Men	13.9	12.6	12.5	10.4	9.9	8.6
Women	8.0	8.1	7.3	7.8	7.3	6.2
Urban	4.5	3.7	3.2	3.3	2.9	3.0
Rural	14.4	13.7	13.4	12.2	11.6	9.8
Punjab						
Both genders	10.5	10.7	10.9	11.3	9.9	9.2
Men	12.2	11.6	12.4	11.9	9.8	9.0
Women	8.6	9.7	9.4	10.6	9.9	9.3
Urban	5.3	4.4	4.2	3.8	3.7	3.7
Rural	12.8	13.5	14.1	14.9	12.9	12.2
Sindh						
Both genders	14.8	12.6	11.0	8.2	8.3	7.0
Men	19.2	16.3	15.6	10.9	12.0	10.2
Women	9.4	8.1	5.7	4.9	4.2	3.0
Urban	3.6	3.0	2.0	2.6	2.1	1.9
Rural	24.5	20.6	19.0	13.3	14.0	11.0
Khyber Pakhtunkhwa						
Both genders	8.7	6.8	5.2	4.6	4.7	4.4
Men	12.2	10.2	7.1	5.8	6.8	6.1
Women	4.5	2.9	3.0	3.0	2.1	2.5
Urban	5.5	3.6	2.5	2.9	3.0	3.2
Rural	9.3	7.4	5.7	4.9	5.0	4.7
Balochistan						
Both genders	8.6	9.4	10.7	6.5	9.3	4.0
Men	10.2	11.3	14.1	7.2	8.9	5.9
Women	6.5	6.8	6.3	5.5	10.0	1.3
Urban	2.1	2.0	3.0	2.5	1.7	1.4
Rural	10.7	11.6	13.2	7.8	12.2	5.1
Islamabad Capital Territory						
Both genders						2.9
Men						4.6
Women						0.4
Urban						4.6
Rural						1.1

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 6.1. Work that should be abolished

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Child labour rate (children 10–17 years old) (%)						
Pakistan						
Both genders	17.4	16.37	15.8	14.9	14.0	13.1
Men	23.2	21.33	21.2	18.6	17.9	16.8
Women	10.8	10.68	9.7	10.7	9.7	8.8
Urban	9.1	8.06	7.6	7.4	6.8	7.1
Rural	21.5	20.45	20.0	18.9	17.9	16.4
Punjab						
Both genders	16.9	16.97	16.8	17.2	15.6	14.9
Men	21.1	20.28	21.1	19.8	17.7	16.9
Women	12.4	13.38	12.4	14.5	13.4	12.8
Urban	9.8	9.48	9.0	8.0	7.8	7.8
Rural	20.3	20.46	20.6	21.8	19.6	18.9
Sindh						
Both genders	21.0	18.37	17.2	14.4	13.9	13.0
Men	29.6	25.80	25.1	20.8	21.4	19.6
Women	10.3	9.18	7.6	6.7	5.1	4.7
Urban	8.3	6.44	5.8	6.6	5.7	6.4
Rural	32.3	28.94	27.5	21.9	21.9	18.7
Khyber Pakhtunkhwa						
Both genders	13.7	11.41	9.3	8.8	8.8	9.3
Men	20.2	17.58	13.8	12.5	13.3	14.2
Women	6.2	4.51	3.9	4.2	3.3	3.8
Urban	9.8	7.18	6.1	7.2	6.5	7.2
Rural	14.4	12.20	9.9	9.1	9.2	9.7
Balochistan						
Both genders	15.5	14.65	17.6	11.5	13.8	9.1
Men	21.0	19.84	24.1	14.4	14.6	13.7
Women	7.5	7.09	8.6	7.2	12.8	2.3
Urban	6.2	6.34	7.0	6.0	5.3	4.0
Rural	18.5	17.26	21.1	13.4	17.1	11.1
Islamabad Capital Territory						
Both genders						3.9
Men						5.3
Women						2.0
Urban						4.8
Rural						3.0

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 6.2. Work that should be abolished

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Hazardous child labour rate (children 10–14 years old) (%)						
Pakistan						
Both genders	3.0	2.6	2.8	2.8	2.4	2.2
Boys	4.7	4.1	4.4	4.4	3.6	3.4
Girls	0.9	1.0	1.0	1.0	1.1	0.8
Urban	2.6	2.1	2.0	2.1	1.7	1.7
Rural	3.1	2.9	3.1	3.2	2.8	2.4
Punjab						
Both genders	3.3	3.3	3.2	3.3	2.8	2.6
Boys	5.2	5.0	5.0	5.4	4.1	4.1
Girls	1.2	1.5	1.3	1.2	1.4	1.0
Urban	3.5	2.9	2.9	2.6	2.4	2.3
Rural	3.2	3.5	3.4	3.7	3.0	2.8
Sindh						
Both genders	2.8	2.4	2.4	2.3	1.9	2.1
Boys	4.8	3.8	4.0	3.7	3.1	3.1
Girls	0.4	0.6	0.5	0.6	0.5	0.7
Urban	1.4	1.2	1.0	1.4	0.8	0.9
Rural	4.1	3.3	3.7	3.2	2.9	3.0
Khyber Pakhtunkhwa						
Both genders	2.1	1.1	1.4	1.1	1.2	1.1
Boys	3.2	2.0	2.5	2.0	2.1	1.8
Girls	0.7	0.0	0.1	0.0	0.1	0.2
Urban	2.4	1.5	1.4	1.7	1.5	1.5
Rural	2.0	1.0	1.4	1.0	1.1	1.0
Balochistan						
Both genders	2.7	2.0	4.0	4.4	4.7	1.4
Boys	3.8	2.8	5.4	5.8	4.8	2.3
Girls	1.3	0.8	2.1	2.4	4.7	0.1
Urban	1.3	1.0	1.9	1.7	1.1	0.7
Rural	3.2	2.2	4.6	5.2	6.1	1.7
Islamabad Capital Territory						
Both genders						2.2
Boys						3.5
Girls						0.4
Urban						3.3
Rural						1.1

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 6.3. Work that should be abolished

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Hazardous child labour rate (children 10–17 years old) (%)						
Pakistan						
Both genders	6.7	6.0	6.1	6.3	5.9	5.4
Boys	11.2	9.8	10.2	10.4	9.6	9.0
Girls	1.5	1.6	1.5	1.7	1.7	1.2
Urban	6.1	5.1	5.0	5.1	4.6	4.6
Rural	7.0	6.5	6.7	7.0	6.6	5.7
Punjab						
Both genders	7.2	6.9	6.6	7.0	6.2	5.9
Boys	12.2	11.2	11.1	11.5	10.1	9.9
Girls	1.8	2.3	2.0	2.2	2.1	1.6
Urban	6.8	6.1	6.1	5.6	5.3	5.1
Rural	7.4	7.3	6.9	7.7	6.7	6.3
Sindh						
Both genders	6.9	5.9	6.2	6.4	5.8	5.8
Boys	11.7	9.8	10.6	10.5	10.0	9.4
Girls	0.9	1.2	1.0	1.3	0.9	1.2
Urban	5.3	4.0	3.7	4.6	3.9	4.4
Rural	8.2	7.6	8.5	8.0	7.6	7.0
Khyber Pakhtunkhwa						
Both genders	4.4	3.1	3.5	3.1	3.7	3.6
Boys	7.4	5.7	6.4	5.6	6.8	6.7
Girls	1.0	0.2	0.2	0.1	0.1	0.1
Urban	5.0	3.7	3.9	4.2	3.9	4.2
Rural	4.3	3.0	3.5	2.9	3.7	3.5
Balochistan						
Both genders	7.0	5.2	7.7	8.4	8.7	4.2
Boys	10.5	7.9	11.5	11.9	9.9	7.0
Girls	1.9	1.3	2.6	3.1	7.0	0.2
Urban	4.5	4.3	4.8	4.7	4.0	2.2
Rural	7.8	5.5	8.7	9.6	10.5	5.0
Islamabad Capital Territory						
Both genders						2.6
Boys						4.1
Girls						0.5
Urban						3.2
Rural						2.0

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on work that should be abolished

FIGURE 59. Child labour rate (10–14 years) by gender and geographic location, 2009–2018 (%)

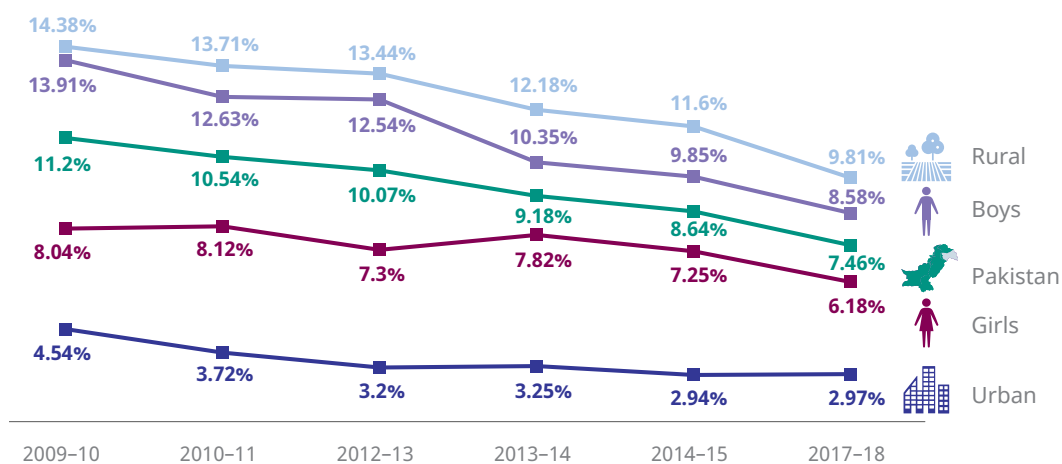


FIGURE 60. Child labour rate (10–14 years) by province, 2009–2018 (%)

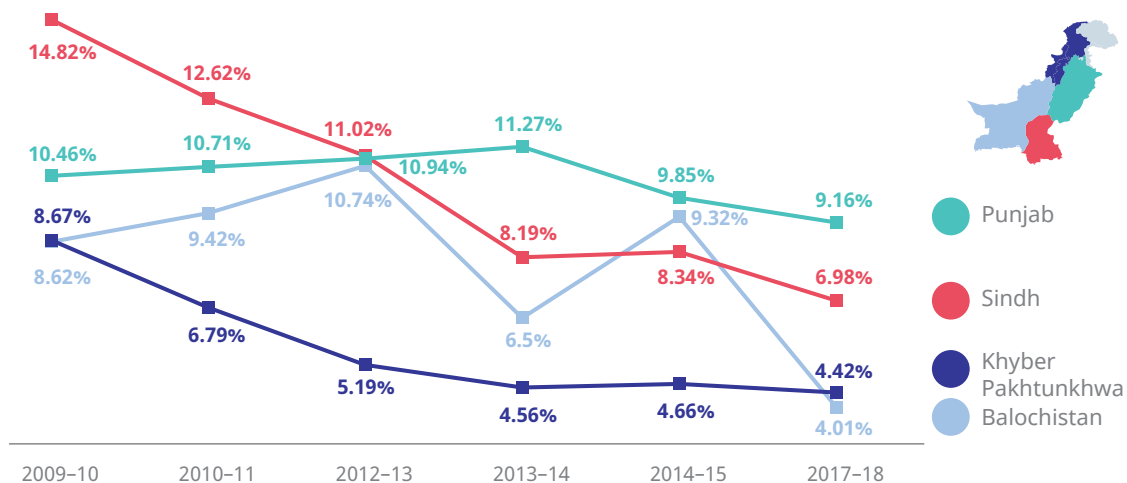


FIGURE 61. Child labour rate (10–17 years) by gender and geographic location, 2009–2018 (%)

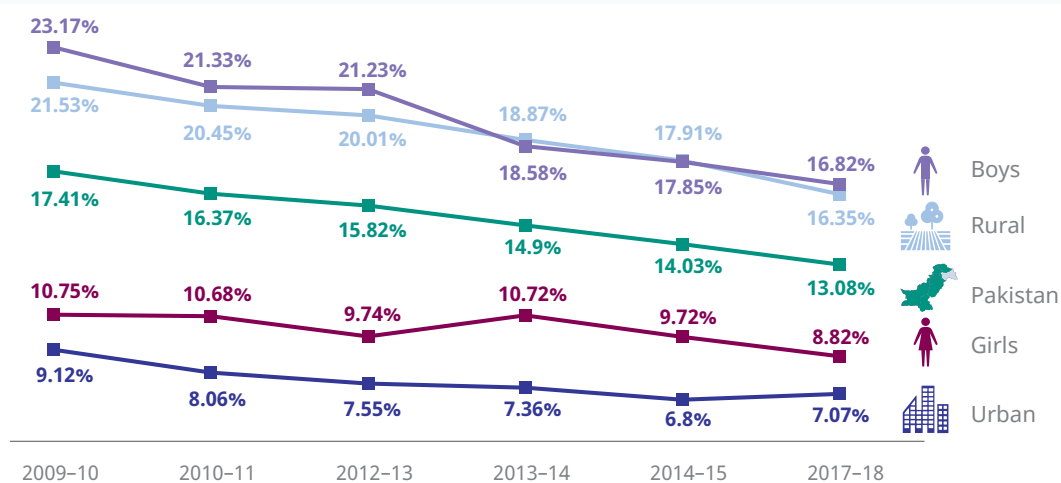


FIGURE 62. Child labour rate (10–17 years) by province, 2009–2018 (%)

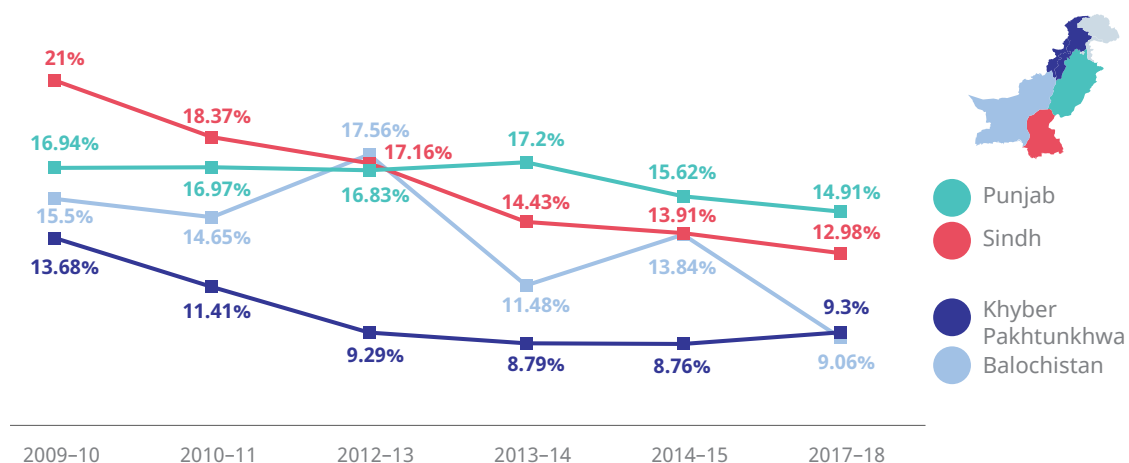


FIGURE 63. Hazardous child labour rate (10–14 years) by gender and geographic location, 2009–2018 (%)

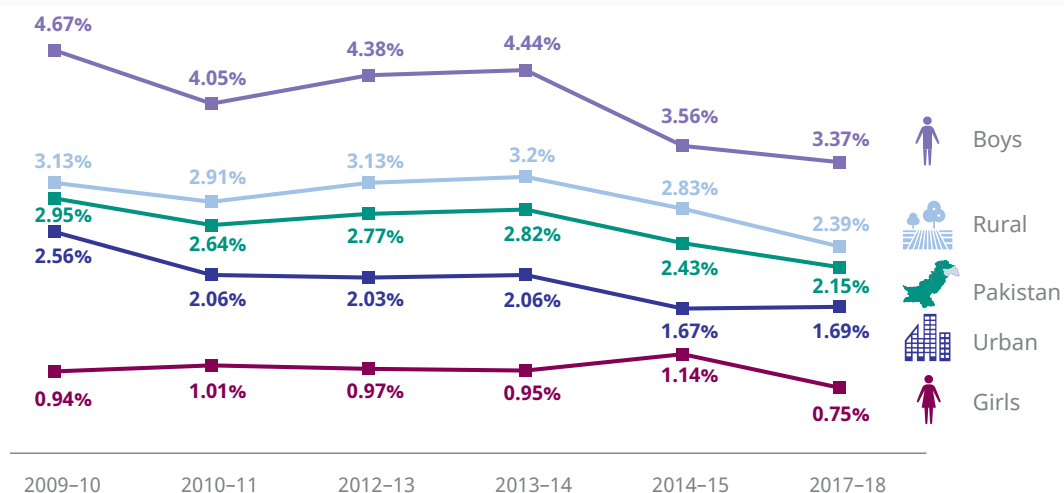


FIGURE 64. Hazardous child labour rate (10–14 years) by province, 2009–2018 (%)

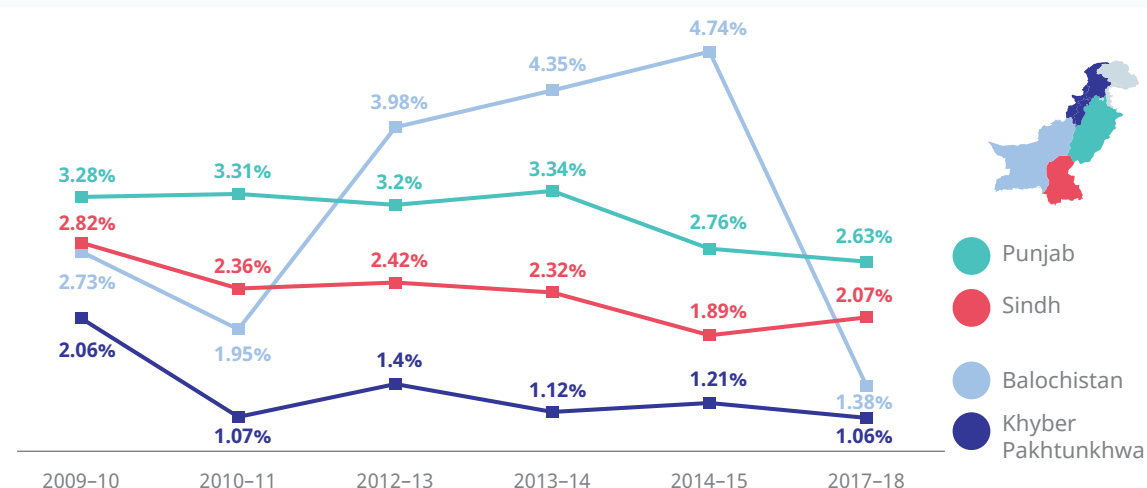


FIGURE 65. Hazardous child labour rate (10–17 years) by gender and geographic location, 2009–2018 (%)

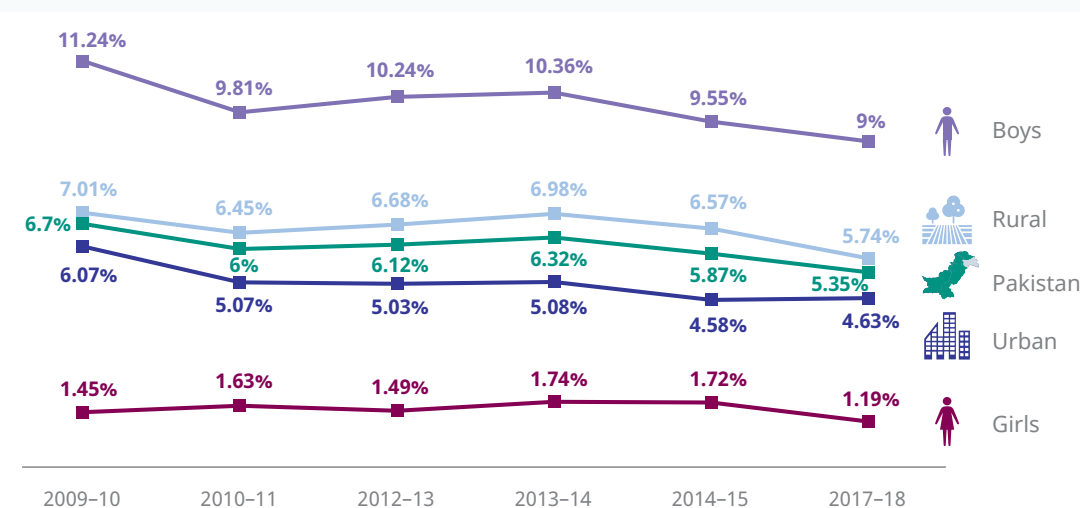
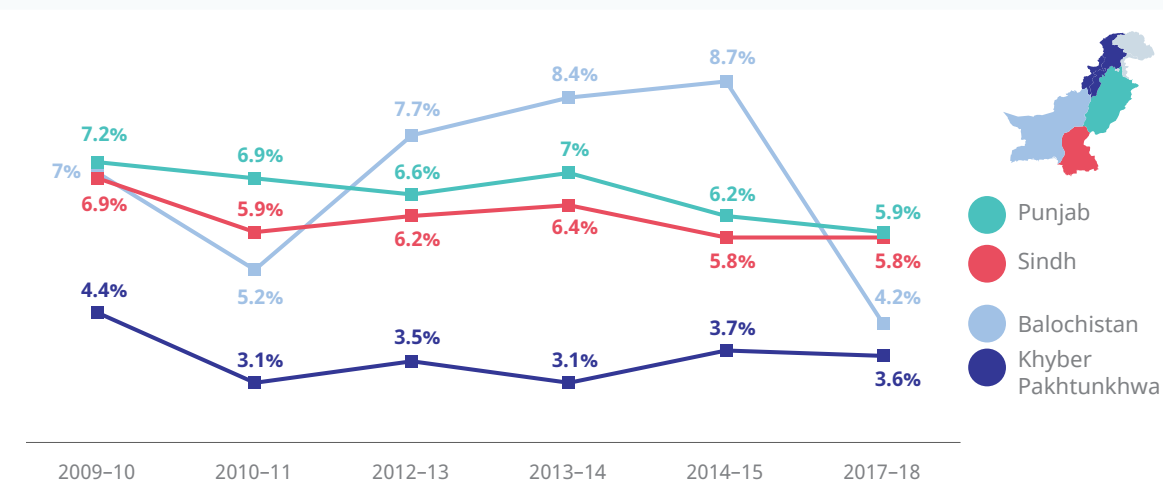


FIGURE 66. Hazardous child labour rate (10–17 years) by province, 2009–2018 (%)





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▶ 7 Stability and security of work



Minimizing workers' job insecurity and concerns about their arbitrary removal from service is a key dimension of decent work. The ILO's Termination of Employment Convention, 1982 (No. 158), governs the stability and security of work, seeking to ensure that employers only dismiss workers for a valid reason, and that workers are not unfairly deprived of their right to work. Although Pakistan is not a signatory to this Convention, many of its legal provisions are related to job security (see box 11). This profile's assessment of the stability and security of work in Pakistan is based on the precarious employment rate, the share of casual workers in precarious employment, and the real earnings of casual workers.

Precarious work refers to jobs that lack employment stability and security, i.e., employment that is of a relatively short tenure and which can be terminated at short notice. Precarious employment is the sum of casual employment and piece-rate work. In Pakistan, precarious employment, as a share of total employment, was on the rise between 2009 and 2018. This indicates that the share of stable and secure paid employment declined during the decade. The precarious employment rate for employed workers, of or over 15 years old, rose from 16.9 per cent in 2009–10 to 20.5 per cent in 2017–18. More men were in precarious employment than women, although the rate for both men and women increased. However, the gender gap narrowed slightly due to a higher increase in the precarious employment of women.

The prevalence of precarious employment is higher in urban settings than in rural areas, with the urban-rural gap increasing in 2014–15 and 2017–18. Among Pakistan's provinces, Punjab had the highest rate of precarious employment (ranging between 18 and 21 per cent) between 2009 and 2018. However, between 2014 and 2018, precarious work was most prevalent in Sindh (25.7 per cent).

In terms of economic sectors, the incidence of precarious employment was highest in manufacturing, although it fluctuated widely – ranging from a low of 28 per cent in 2010–11 to a high of 50.7 per cent in 2013–14. This is followed by the service sector, where this rate varied between 10 and 24.7 per cent.



20.5 per cent

of workers were
engaged in
precarious work
in 2017–18

Within precarious employment, most workers were engaged in casual employment. The casual employment rate as a proportion of precarious employment rose steadily, from 63.7 per cent in 2009–10 to 68.8 per cent in 2014–15. The casual employment rate for men, of and above the age of 15, was twice the rate for women, and increased at a faster pace than women's casual employment rate. Men's casual employment as a share of precarious employment increased from 69.4 per cent in 2009–10 to 75.5 per cent in 2017–18, while women's share rose from 29.8 per cent in 2009–10 to 43 per cent in 2014–15.

Casual employment was slightly higher in urban areas than in rural settings, although it increased in both areas between 2009 and 2018. Sindh had the highest proportion of casual employment, rising sharply from 77.6 per cent in 2009–10 to 93.3 per cent in 2014–15. The share of casual employment in precarious employment was lowest in Punjab, ranging between 52 and 56 per cent.



Men and urban casual workers

earned far more
than rural or
women casual
workers

Trends in the real monthly earnings of casual workers reveal that earnings rose, on average, by 22 per cent, increasing from PKR 5,339 per month in 2009–10 to PKR 6,509 in 2017–18. This increase was most pronounced between 2012 and 2018. There was a large and increasing gender gap in real earnings, with men in casual employment earning almost twice as much as women casual workers in 2017–18. Similarly, the real earnings of urban casual workers were higher than their rural counterparts. This gap widened during the decade due to the relatively higher growth in the earnings of casual workers in urban areas.

The provincial breakdown reveals casual workers in Balochistan had the highest earnings, followed closely by those in Khyber Pakhtunkhwa. The real earnings of casual workers were lowest in Punjab, which has the greatest absolute number of such workers. Patterns at the national level were mirrored across all provinces, with casual workers' real earnings growing most in Balochistan, followed by Khyber Pakhtunkhwa, and least in Punjab and Sindh.

Box 11. Legal framework indicator 11: Termination of employment

Laws, policies and institutions

The termination of employment is governed by several different types of legislation in Pakistan. These include:

1. Standing orders legislation, specifically:

- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (applicable in Balochistan and Islamabad Capital Territory);
- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (adopted in 2012 by Punjab);
- the Sindh Terms of Employment (Standing Orders) Act, 2015;
- the Khyber Pakhtunkhwa Industrial and Commercial Employment (Standing Order) Act, 2013; and
- the Azad Jammu and Kashmir Industrial and Commercial Employment (Standing Order) Act, 1975.

2. Legislation on industrial relations:

- the Industrial Relations Act, 2012;
- the Punjab Industrial Relations Act, 2010;
- the Sindh Industrial Relations Act, 2013;
- the Khyber Pakhtunkhwa Industrial Relations Act, 2010;
- the Balochistan Industrial Relations Act, 2010; and
- the Azad Jammu and Kashmir Industrial Relations Act, 2017.

3. Shops and establishments legislation, notably:

- the Shops and Establishments Ordinance, 1969 (applicable in Balochistan and Islamabad Capital Territory);
- the Punjab Shops and Establishments Ordinance, 1969 (amended in 2014);
- the Sindh Shops and Commercial Establishment Act, 2015;
- the Khyber Pakhtunkhwa Shops and Establishments Act, 2015; and
- the Azad Jammu and Kashmir Shops and Establishment (Amendment) Act, 2017 (updated).

4. Legislation on domestic and home-based workers:

- the Punjab Domestic Workers Act, 2019; and
- the Sindh Home Based Workers Act, 2018.

5. Other laws, specifically:

- the Mines Act, 1923;
- the Factories Act, 1934;
- the Efficiency and Discipline Rules, 1973;

- the Factories Act, 1934 (adapted in Punjab by the Factories (Amendment) Act, 2012);
- the Sindh Factories Act, 2015;
- the Khyber Pakhtunkhwa Factories Act, 2013;
- the Khyber Pakhtunkhwa Government (Efficiency and Discipline) Rules, 2011; and
- the Azad Jammu and Kashmir Factories Act, 2017.

The main law that governs the termination of employment in Pakistan is the Industrial and Commercial Employment (Standing Orders) Ordinance, 1968. However, this is only applicable to private establishments with at least 20 employees, either at present or at any time in the past 12 months. Establishments directed by, or under, the authority of federal and provincial governments, wherein statutory rules of service apply, are beyond the ambit of the Industrial and Commercial Employment Ordinance.

Six provincial laws on industrial relations, the federal and provincial Factories Acts, the Mines Act 1923, and the Shops and Establishments Ordinance, 1969 also include provisions on the termination of employment. Standing orders in Khyber Pakhtunkhwa and Sindh covers commercial establishments with at least 10 workers, and industrial establishment with at least 20 employees.

Some legal provisions – such as on gratuity, provident funds and group insurance – only apply to establishments with more than 50 workers. Provincial governments may extend and notify the application of the law to other classes of establishments, including those that employ fewer than 20 workers).

All persons employed in industrial and commercial establishments who perform skilled, unskilled, manual or clerical work are covered by the Industrial and Commercial Employment (Standing Orders) Ordinance, except for workers engaged in supervisory or managerial capacities.

In terms of the procedure for individual dismissal, Standing Order 12 of the Ordinance specifies that either party (the permanent worker or the employer) may terminate an employment contract, with prior notice, one month before termination. If this notice is not served, a worker must pay or be paid one month's wages in lieu of notice. Probationers and temporary workers, known as *badlis* (an alternate employee working in place of an absent permanent worker or probationer), are not entitled to receive notice or payment in lieu of notice if their contract is terminated. Similarly, they are not required to serve a notice before leaving their employer.

To decide whether a worker is covered under the ordinance, the nature of their work (i.e. manual or clerical) is considered, rather than their job category, designation or pay. For example, a teacher is not considered a worker under this law, as their work requires mental capacities, and only involves incidental manual (e.g. writing on blackboard) or clerical (e.g. checking students' notebooks) work.

Some employers also award their employees 'supervisor status' in order to prevent workers from unionizing and to defeat the spirit of the law. However, if a supervisor's job is of a manual or clerical nature, and they do not have the authority to fire or hire employees, they are regarded as a worker under the ordinance.

The termination of an employment contract may take the form of 'termination simpliciter' (i.e. without qualification or condition). This means termination without due cause, differing from termination due to misconduct after a notice, or termination on the grounds of misconduct. In cases of 'termination simpliciter', it is mandatory to serve permanent employees with a notice one month before the contract ends. One month's wages can be provided in place of notice. Similar provisions are included in the Khyber Pakhtunkhwa Industrial and Commercial Employment (Standing Order) Act, 2013 (Standing Order 17) and the Sindh Terms of Employment (Standing Orders) Act, 2015 (Standing Order 16).

Termination can fall into three categories:

1. 'automatic termination', where an employment contract is terminated automatically. This applies in circumstances such as the death of an employee, or the end of the contract and completion of the project for which a worker was hired;
2. termination through resignation, whereby any employee may resign for personal reasons; and
3. termination initiated by an employer, which may be based on fair or unfair grounds. Such termination may be appealed and challenged through competent courts or authorities.

With regard to collective dismissals for economic reasons, as per the Standing Orders Ordinance, an employer may stop any section or sections of their establishment, wholly or partially, for any period and at any time, without notice, in certain circumstances. These include fire, disasters, machinery breaking down, power supplies stopping, epidemics, civil unrest, or other cause beyond the employers' control. In cases where workers are laid off because a plant fails, temporarily curtails production, or stops working, their employer must pay them compensation of one-half of their daily wage for the first 14 days. When workers have to be laid off for an indefinite period beyond 14 days, their services may be terminated with due notice, or pay in lieu of notice.

No employer, however, can terminate the employment of more than 50 per cent of their workers, or close down an entire establishment, without prior permission from the competent labour court. Exceptions include the same circumstances mentioned above – fire, disasters, power supplies stopping, epidemics or civil unrest. In cases of retrenchment, employers must first retrench the worker most recently employed in each category of workers; that is, 'last come, first go'.

When an employer wishes to employ anyone within a year of retrenchment, they must first notify each retrenched worker in the same category of workers, sending them a notice by registered post to their last known address. This is meant to give workers who were made redundant the opportunity to apply for re-employment, even if they have since taken up work with another employer. If they apply for the position, they are given preference over other applicants. Priority is accorded based on the retrenched workers' length of service with the original employer. Workers may be retrenched or discharged by a contractor, or by an employer in the construction sector, once their work is complete, ceased or discontinued. In these cases, this worker must be given preference for other similar work by the contractor or employer within a year of retrenchment.

In terms of informal workers, Section 13 of the Punjab Domestic Workers Act, 2019, specifies that the termination of employment requires one month's prior notice in writing, either by the domestic worker or the employer. In lieu of notice, one month's wage may be paid, calculated as the average wage earned during the preceding three months. Section 5 of the Sindh Home-Based Workers Act, 2018, affirms that all registered home-based workers in the province are entitled to the same terms of employment termination as formal sector workers.

With regard to severance pay, Standing Order 12 provides for a gratuity payment that depends on the cause of termination. A worker whose contract is terminated for any reason other than misconduct, and who has completed one year of service, is entitled to gratuity worth 30 days' wages. For fixed-rate workers, this sum is calculated based on their wage during their last month of employment. For piece-rate workers, it is based on the highest pay they received in the past 12 months. If a worker has worked for more than six months, they are treated as having completed one year of service.

If an employer has established a provident fund to which both the worker and the employer contribute, gratuity is not payable for the contribution period in certain cases. This applies if the contribution paid by the employer is not less than the worker's, or if the employer offers and contributes no less than 50 per cent of the contribution to the approved Pension Fund through collective bargaining. Similar provisions are included in the Khyber Pakhtunkhwa's and Sindh's Industrial and Commercial Employment Standing Orders.

Evidence of implementation

No information has been made available to the ILO's supervisory bodies. It is important to distinguish between the coverage of workers in law and in practice:

- **Coverage of workers in law:** All workers in small, medium-sized and large enterprises governed by the Industrial and Commercial Employment (Standing Orders) Act, 1968, are covered. The Punjab Domestic Workers Act, 2019, covers the province's domestic workers, while the Sindh Home Based Workers Act, 2018, covers termination-related issues for registered home-based workers.
- **Coverage of workers in practice:** Workers in the informal sector are not covered by the Industrial and Commercial Employment (Standing Orders) Ordinance. It is difficult to monitor the law's enforcement in formal enterprises, as workers are not issued written appointment and termination orders, and most workers are not unionized.

Ratification of ILO Conventions

Pakistan has not ratified the Termination of Employment Convention, 1982 (No. 158).

Sources: ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

TABLE 7. Stability and security of work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Precarious employment rate, aged 15+ (%)						
Pakistan						
Both genders	16.9	16.6	19.5	19.4	19.1	20.5
Men	18.3	18.1	20.8	20.2	20.1	21.8
Women	11.5	11.5	14.9	16.8	15.5	15.8
Urban	19.4	16.3	20.0	20.8	21.3	22.0
Rural	15.7	16.8	19.4	18.7	18.0	19.8
Industry						
Agriculture	6.2	7.7	9.9	10.2	9.6	9.7
Manufacturing	31.8	28.0	32.1	33.8	32.0	34.0
Services	22.9	22.0	24.7	23.6	23.4	24.6
Punjab						
Both genders	18.3	18.0	21.0	20.0	18.9	18.8
Men	19.9	19.3	22.1	20.1	19.1	19.7
Women	13.6	14.2	18.0	19.8	18.3	16.6
Urban	19.9	17.1	19.9	19.2	18.6	17.5
Rural	17.6	18.3	21.5	20.4	19.0	19.5

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Sindh						
Both genders	14.4	12.6	17.3	18.6	20.2	25.7
Men	15.5	13.9	18.7	19.9	21.5	26.5
Women	7.8	5.8	9.6	11.4	12.2	20.1
Urban	19.7	15.2	21.4	24.8	27.1	32.0
Rural	10.3	10.7	14.1	13.5	14.6	19.9
Khyber Pakhtunkhwa						
Both genders	16.3	19.6	19.0	19.5	21.0	19.9
Men	19.3	23.3	22.5	23.2	25.1	23.0
Women	2.0	2.4	2.6	2.0	2.5	3.3
Urban	15.3	15.8	14.4	15.7	18.0	14.5
Rural	16.5	20.4	20.0	20.3	21.7	21.2
Balochistan						
Both genders	12.2	12.7	13.0	14.8	12.0	18.0
Men	13.1	13.7	14.1	15.8	14.0	19.0
Women	4.1	1.2	2.8	3.7	1.6	5.9
Urban	14.1	14.6	15.8	16.1	15.9	17.0
Rural	11.7	12.1	12.2	14.4	10.7	18.3
Islamabad Capital Territory						
Both genders						18.7
Men						18.2
Women						21.5
Urban						17.0
Rural						20.8

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018*.

TABLE 7.1. Stability and security of work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Casual employment rate, aged 15+ (%)						
Pakistan						
Both genders	63.7	63.8	63.4	62.4	68.8	68.5
Men	69.4	69.9	70.4	71.4	74.6	75.5
Women	29.8	29.4	28.2	25.5	43.0	33.1
Urban	67.0	63.7	68.7	70.9	74.5	72.8
Rural	61.8	63.8	61.0	58.0	65.8	65.9
Punjab						
Both genders	55.1	54.5	52.5	49.6	56.4	55.8
Men	62.0	61.7	61.3	60.4	63.2	65.6
Women	25.4	27.1	21.7	21.3	38.0	24.7
Urban	54.8	51.1	54.0	54.7	56.2	54.3
Rural	55.2	55.7	51.9	47.6	56.5	56.4
Sindh						
Both genders	77.6	80.7	85.3	85.0	93.3	88.1
Men	79.2	83.4	86.6	87.6	94.2	90.3
Women	59.0	45.8	72.1	58.4	83.6	67.6
Urban	83.8	83.0	89.0	89.8	94.6	91.0
Rural	68.4	78.3	80.9	77.8	91.2	83.7
Khyber Pakhtunkhwa						
Both genders	82.5	83.5	79.2	82.1	74.7	80.3
Men	83.0	84.0	79.7	82.7	75.8	81.6
Women	57.7	60.6	59.0	50.1	23.6	32.9
Urban	83.6	80.2	73.5	78.9	72.6	69.0
Rural	82.3	84.0	80.0	82.7	75.1	82.0
Balochistan						
Both genders	89.0	72.4	82.2	84.6	85.8	59.7
Men	90.2	72.4	82.6	85.0	85.8	59.2
Women	54.6	76.0	63.9	68.3	85.0	79.7
Urban	86.7	72.2	77.6	85.0	80.3	56.2
Rural	89.8	72.5	84.0	84.5	88.3	60.8
Islamabad Capital Territory						
Both genders						87.4
Men						87.0
Women						89.6
Urban						89.0
Rural						85.8

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 7.2. Stability and security of work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Real earnings of casual workers, aged 15+ (PKR 2007–08 = 1)						
Pakistan						
Both genders	5,339	5,034	5,056	5,151	5,564	6,509
Men	5,495	5,223	5,208	5,347	5,831	6,767
Women	3,204	2,545	3,147	2,930	3,523	3,494
Urban	5,585	5,272	5,209	5,408	6,336	7,138
Rural	5,191	4,931	4,976	4,989	5,093	6,099
Punjab						
Both genders	5,379	4,859	4,832	4,885	5,269	6,372
Men	5,587	5,160	5,037	5,211	5,631	6,776
Women	3,241	2,288	2,822	2,496	3,654	2,917
Urban	5,686	5,130	5,141	5,240	5,876	7,049
Rural	5,238	4,764	4,711	4,726	5,032	6,086
Sindh						
Both genders	5,162	4,881	4,894	5,021	5,645	6,259
Men	5,289	4,930	4,981	5,088	5,852	6,426
Women	3,112	3,679	3,769	3,984	3,010	4,126
Urban	5,394	5,303	5,098	5,373	6,576	7,142
Rural	4,729	4,393	4,624	4,407	4,150	4,822
Khyber Pakhtunkhwa						
Both genders	5,475	5,668	5,909	5,941	6,443	7,334
Men	5,515	5,693	5,948	5,938	6,461	7,361
Women	2,894	4,061	3,793	6,205	3,678	4,904
Urban	6,147	6,034	5,816	6,254	7,226	7,528
Rural	5,349	5,614	5,921	5,889	6,305	7,309
Balochistan						
Both genders	5,426	5,746	6,472	6,400	5,652	7,528
Men	5,470	5,766	6,495	6,438	5,664	7,604
Women	3,381	3,482	5,058	4,183	4,920	5,340
Urban	5,719	5,221	7,204	6,597	5,969	7,341
Rural	5,334	5,930	6,220	6,326	5,521	7,581
Islamabad Capital Territory						
Both genders						7,544
Men						7,884
Women						5,915
Urban						7,649
Rural						7,430

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on the stability and security of work

FIGURE 67. Precarious employment rate by gender and geographic location, aged 15+, 2009–2018 (%)

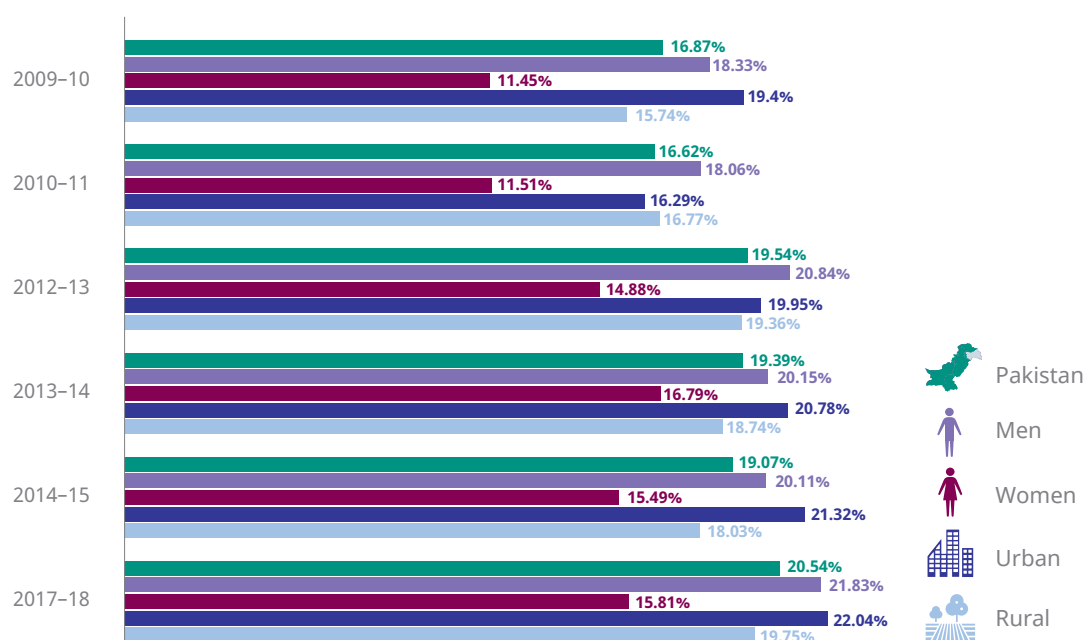


FIGURE 68. Precarious employment rate by industry division, aged 15+, 2009–2018 (%)

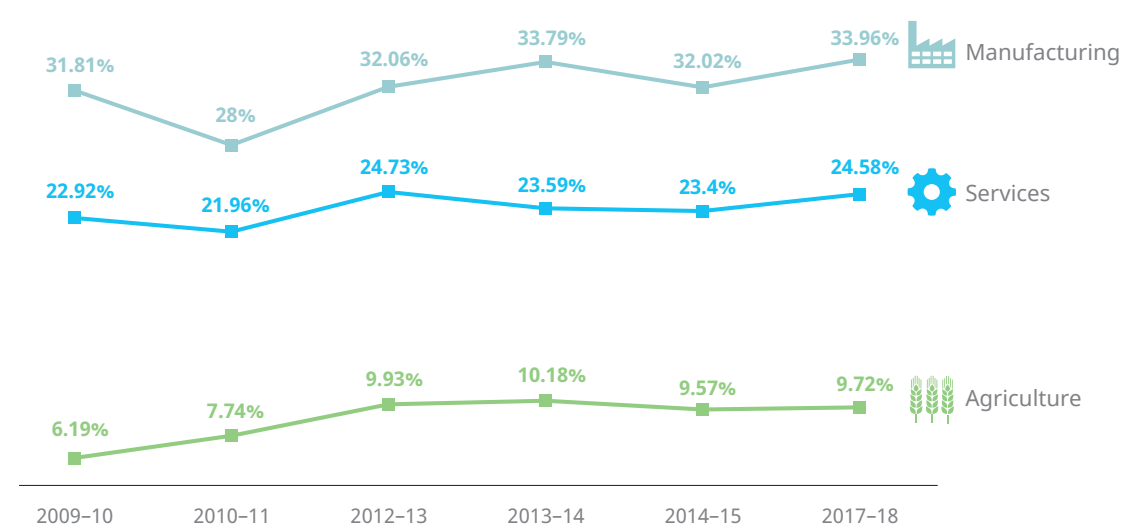


FIGURE 69. Precarious employment rate by province, aged 15+, 2009–2018 (%)

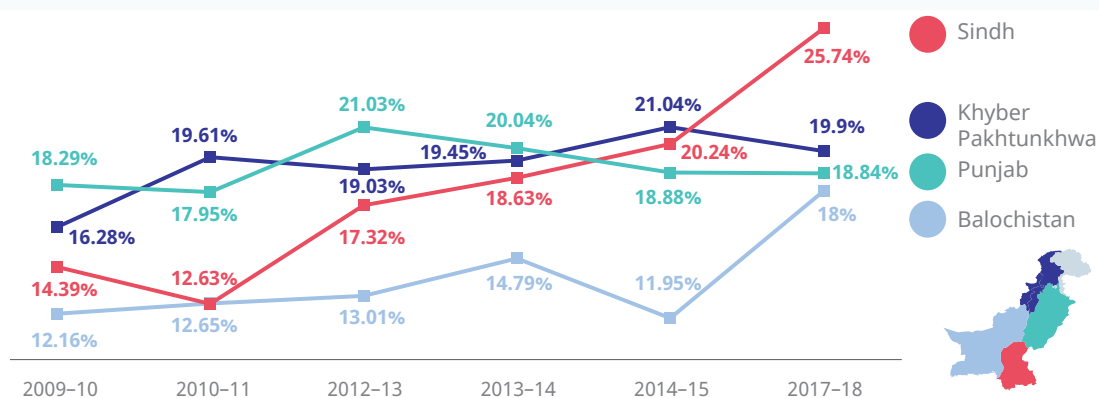


FIGURE 70. Casual employment rate by gender and geographic location, aged 15+, 2009–2018 (%)

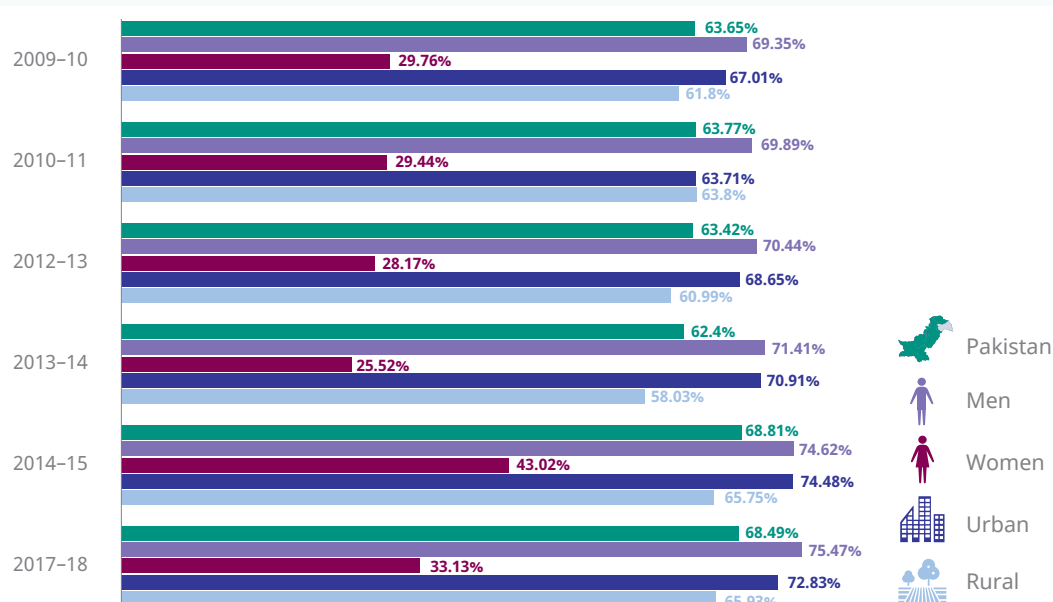


FIGURE 71. Casual employment rate by province, aged 15+, 2009–2018 (%)

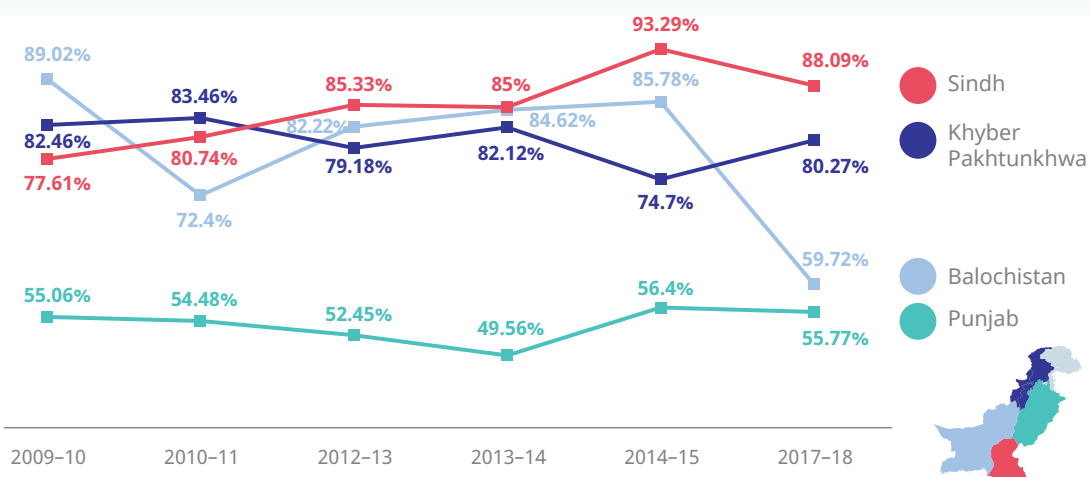


FIGURE 72. Real earnings of casual workers (at 2007-08 prices) by gender and geographic location, aged 15+, 2009-2018 (%)

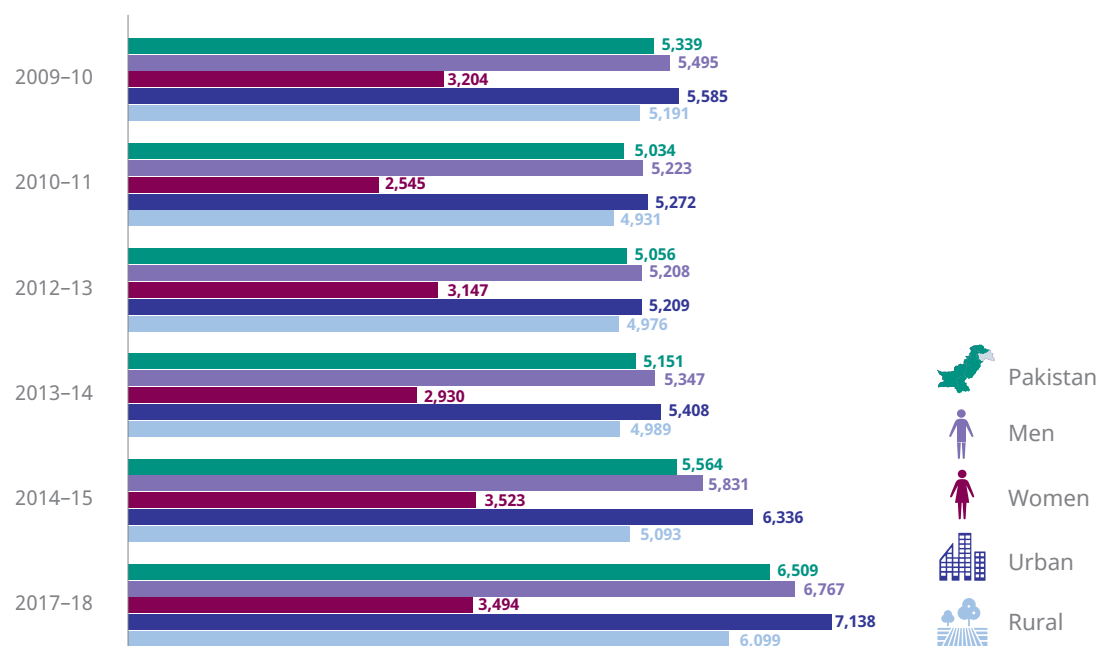
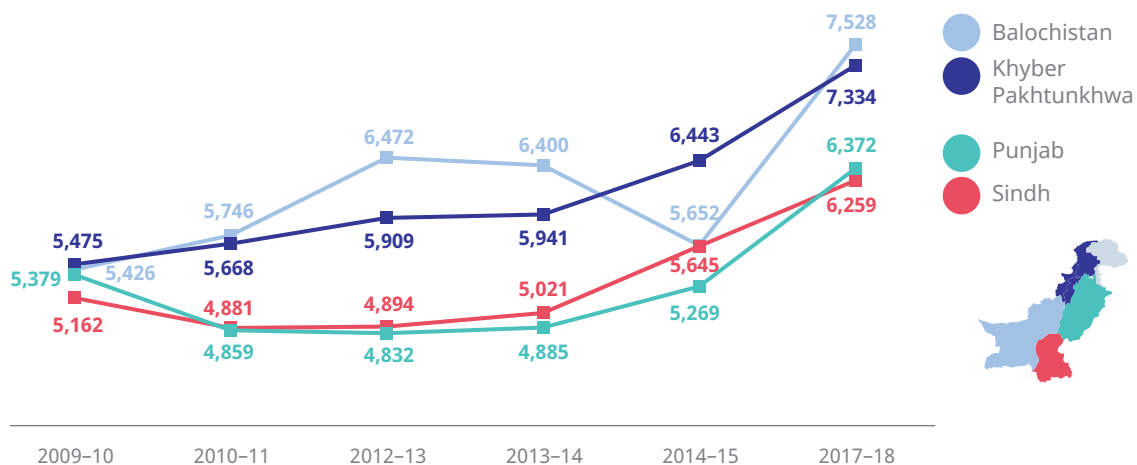


FIGURE 73. Real earnings of casual workers (at 2007-08 prices) by province, aged 15+, 2009-2018 (PKR)





8

► 8 Equal opportunity and treatment in employment



The principle of equal remuneration for work of equal value for women and men is enshrined in the ILO's Equal Remuneration Convention, 1951 (No. 100) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). Pakistan has ratified both Conventions, which make it binding on the state to ensure that there is no discrimination in remuneration, employment or occupational choices on the basis of gender. The principal indicators used to assess this dimension of decent work include women's share of employment by occupation, the distribution of employed women and men by occupation, the share of women's wage employment in the non-agricultural sector, and the gender wage gap.

Examining the share of women across different occupational groups offers a fair idea of equal opportunity and treatment in employment. Between 2009 and 2018, the largest share of employed women in Pakistan, of and over the age of 15, were skilled agricultural workers. These women accounted for 38 per cent of total employment among skilled agricultural workers. Among workers in crafts and related trades, 20 per cent were women, as were 18 per cent of workers in 'elementary occupations'. In higher status groups, the greatest share of women were technicians and associate professionals. Women's representation in this group increased from 26.2 per cent in 2009–10 to 29.3 per cent in 2012–13, before declining significantly.

At the same time, the share of women professionals jumped to 33.3 per cent in 2017–18.⁸ Only a small fraction of workers in the 'first' occupational category of legislators and senior officials were women, representing 3 to 5 per cent of employment in this category. This reflects the persistence of a glass ceiling, with strong barriers preventing women from accessing higher management positions.

⁸ This sudden change in the share of women in these two categories from 2013–14 may be attributable to change in the occupational categorization between the different survey rounds. The occupational grouping used in Labour Force Surveys up to 2012–13 were based on the older Pakistan Standard Classification of Occupations 1994, while the rounds from 2013–14 onward are based on the newer Pakistan Standard Classification of Occupations 2015. The latter classification includes expanded sub-categories of professionals.



**38
per cent**

of skilled
agricultural
workers were
women in 2009–18

Urban-rural disaggregation shows that women accounted for a significant share of employment among skilled agricultural workers in urban areas, although this declined from a peak of 45.2 per cent in 2012–13 to 22 per cent in 2017–18. Other occupational categories in urban areas with a significant share of women workers were technicians and associate professionals up to 2012–13, and professionals between 2013 and 2018. In rural settings, the largest share of women's employment was as skilled agricultural workers (36 to 39 per cent), followed by workers in crafts and related trades, technicians and associate professionals, and professionals.



**3–5
per cent**

of senior officials
and legislators
were women

Punjab had the greatest share of women's employment in the skilled agricultural workers category, with women accounting for an average of 43 per cent of total employment among this group. Islamabad Capital Territory had the highest overall share of women employed as skilled agricultural workers (56.8 per cent of workers in this category). The share of women's employment as professionals was also highest in Islamabad Capital Territory, where they accounted for 56.7 per cent of professionals in 2017–18.

Analysing the percentage distribution by occupational group of employed women and men, of and over the age of 15, reveals that most women workers were skilled agricultural workers between 2009 and 2018. However, their share declined consistently during the decade, from 67.7 per cent in 2009–10 to 57.7 per cent in 2017–18. By contrast, the share of employed men who worked as skilled agricultural workers was much lower, ranging between 25 and 32 per cent.



**More urban
women**

were in wage
employment
than rural women

The second greatest share of employed women were engaged as workers in crafts and related trades (14.8 per cent of all employed women), and in elementary occupations (13.7 per cent) in 2017–18. Far fewer women than men worked as legislators and senior officials, falling from a peak of 2 per cent in 2009–10 to just 0.3 per cent in 2014–15. Slightly more women were employed as technicians and associate professionals than men up to 2012–13; after which, this trend was reversed.

In urban areas, the largest share of employed women were workers in crafts and related trades, followed by unskilled workers in elementary occupations. A significant proportion of urban women were technicians and associate professionals up to 2012–13 (between 25 and 27 per cent), while after 2013–14, a significant share of urban women worked as professionals (26 to 27 per cent).

In rural areas, most employed women were skilled agricultural workers, although their share declined throughout the period, falling from 77.7 per cent in 2009–10 to 69.3 per cent in 2017–18. The second greatest proportion of employed rural women were engaged in elementary occupations, accounting for a minimum of 8.7 per cent of all employed women in 2009–10, and a maximum of 14.7 per cent in 2014–15.

Across all of Pakistan's provinces, the greatest share of employed women worked as skilled agricultural workers. Their share was highest in Balochistan – remaining in the range of 78 to 83 per cent between 2009 and 2014 – followed by Khyber Pakhtunkhwa, where their share increased from 72.4 per cent in 2009–10 to 76.4 per cent in 2013–14. Islamabad Capital Territory had the smallest share of women employed as skilled agricultural workers, accounting for 26 per cent of employed women in the federal capital in 2017–18. By contrast, the proportion of women professionals was highest in Islamabad Capital Territory (36.4 per cent).

Another important indicator for assessing equal employment opportunities is the share of women's employment in the International Standard Classification of Occupations' (ISCO) sub-groups 11 and 12, which correspond to the category of legislators and senior officials. These jobs are considered to have a high status, as they involve important decision making-powers, although they are not always the most well remunerated. The share of women's employment in ISCO sub-groups 11 and 12 was low. Women legislators and senior officials accounted for 6.4 per cent of employed women in 2009–10, peaking at 7.9 per cent in 2012–13 before experiencing a declining trend and reaching a low of 2.9 per cent in 2014–15. More urban women were in this top occupational category than rural women between 2010 and 2015. However, the share of rural women who were senior officials and legislators was higher in 2009–10 and 2017–18. A provincial breakdown shows the share of women in senior positions was highest in Punjab during most of the decade, followed by Khyber Pakhtunkhwa. In 2017–18, their share was highest in Islamabad Capital Territory.

The share of women's wage employment in the non-agricultural sector can also be used to assess equality of opportunity and treatment in employment. Between 2009 and 2018, the share of women's wage employment was low in Pakistan, varying between 10 and 12 per cent. A relatively greater share of urban women were in wage employment than their rural counterparts. Punjab had the highest share of women in wage employment, varying from a low of 12.9 per cent in 2009–10 to a high of 15.8 per cent in 2017–18. Their share was lowest in Balochistan, ranging between 2.3 and 4.7 per cent.

The gender wage gap is a key indicator for gauging the difference in women's and men's earnings, and assessing equal remuneration. The gender wage gap is calculated as the difference between the wages of women and men, expressed as a percentage of men's wages. Pakistan's gender wage gap was significant and rose during the first half of the decade. In 2009–10, women's average earnings were 34.6 per cent lower than men's; this gap rose steadily up to 2013–14 when it reached almost 41 per cent and fell slightly afterwards. The gender wage gap was much higher in rural areas than in urban settings, with rural women's earnings as low as half of the earnings of rural men.

The gender wage gap was most pronounced in Punjab. It was smallest in Khyber Pakhtunkhwa and Balochistan; in fact the gap was negative in some years, indicating that men's earnings were, on average, lower than women's during these years. In-depth examination of Labour Force Survey data for these two provinces indicates that the share of women in informal sector employment was comparatively lower than men. As a result, women's average earnings were higher than men's. The gender wage gap was smallest in Islamabad Capital Territories in 2017-18, where women's earnings were just 3.7 per cent lower than men's.

Box 12. Legal framework indicator 12: Equal opportunity and treatment

Laws, policies and institutions

Several legal instruments in Pakistan contain provisions on equal opportunities and treatment at work, including:

- the Mines Act 1923;
- the Factories Act, 1934;
- the West Pakistan Minimum Wage Rules, 1962;
- the West Pakistan Shops and Establishment Ordinance, 1969;
- the Disabled Persons (Employment and Rehabilitation) Ordinance, 1981;
- the Khyber Pakhtunkhwa Minimum Wages Act, 2013;
- the Azad Jammu and Kashmir Factories Act, 2019; and
- the Azad Jammu and Kashmir Shops and Establishment (Amendment) Act, 2017 (Updated).

Article 27 of the Constitution affirms that discrimination on the grounds of sex is prohibited for public sector jobs, stating that: *"No citizen otherwise qualified for appointment in the service of Pakistan shall be discriminated against in respect of any such appointment on the ground only of race, religion, caste, sex, residence or place of birth"*. A similar provision on non-discrimination in private sector employment could not be identified. Article 27 of the Constitution also provides for gender-based occupational segregation, stating that: *"specified posts or services may be reserved for members of either sex if such posts or services entail the performance of duties and functions which cannot be adequately performed by members of the other sex"*. The Government has a fixed quota requiring that women must account for at least 10 per cent of workers in government service.

According to the provisions of the Factories Act, 1934, women and children cannot work in the same way in industries as men and adults. As discussed above, women are only allowed to work in a factory between 6 a.m. and 7 p.m. If their employer arranges for transportation, women may work up to 10 p.m. in two shifts. The Mines Act, 1923, prohibits women's employment in any part of mine which is below ground, and forbids them from working in a mine above ground from 7 p.m. to 6 a.m.

The West Pakistan Shops and Establishment Ordinance, 1969, prohibits women and young persons from working between 7.00 p.m. and 9.00 a.m.

In accordance with Rule 15 of the West Pakistan Minimum Wage Rules, 1962, the principle of equal remuneration for work of equal value between men and women is applicable when fixing wages.

In 2011, the Supreme Court, in 2011 directed the National Data Registration Authority (NADRA) to issue identity cards to transgender persons (known in Pakistan as *hijra*), after a medical check-up, with a third gender category, *Khwaja-Sira*, instead of 'woman' or 'man'. The Supreme Court's judgment also affirmed that transgender persons have the right to vote and to receive inheritance.

The Disabled Persons (Employment and Rehabilitation) Ordinance, 1981, established a National Council for the Rehabilitation of Disabled Persons, alongside Provincial Councils under the relevant federal and provincial ministries. These councils are primarily responsible for formulating policies to support the employment, rehabilitation and the welfare of people with disabilities. The Government has established a special quota to ensure that at least 2 per cent of employed workers are people with disabilities.

Khyber Pakhtunkhwa and Sindh have added non-discrimination provisions in provincial legislation by adding the following, or similar provisions: *"No discrimination shall be made on the basis of sex, religion, political affiliation, sect, colour, caste, creed, ethnic background in considering and disposing of issues relating to the enforcement of this Act."*

Evidence of implementation

The Committee of Experts on the Application of Conventions and Recommendations noted that Pakistan's 18th Constitutional Amendment devolved power to enact laws related to labour from the Federal Parliament to provincial governments. Existing federal laws remain in force until provincial laws are enacted. A tripartite consultation committee was set up at the federal level to facilitate provincial governments' implementation of the Equal Remuneration Convention. The Committee of Experts asked for information on developments, particularly on measures by the tripartite committee on the adoption of provincial legislation for the Convention's implementation. To fully apply the principle of equal remuneration for work of equal value, the Committee of Experts requested the Government of Pakistan to ensure that the Government of Khyber Pakhtunkhwa takes into account all the elements included in the definition of 'wages' in Section 2(xiv) of the Khyber Pakhtunkhwa Payment of Wages Act, 2013, as well as additional payments. It also requested information on the implementation of the act and its impact on eliminating the gender wage gap.

The Committee of Experts requested information from the Government on measures to ensure that any new labour laws enacted by other provinces give full expression to the principle of equal remuneration, allowing comparisons of jobs which are of an entirely different nature, but which are nevertheless of equal value. This principle should apply both in the public and private sectors, as well as to all aspects of remuneration, as broadly defined in Article 1(a) of the Convention. The Committee of Experts asked for information on the implementation of the Protection Against Harassment of Women at the Workplace Act, 2010, and the Punjab Protection Against Harassment of Women at the Workplace Act, 2012, and any other relevant provincial legislation to protect men and women equally against sexual harassment.

Finally, the Committee of Experts requested information on the number and nature of complaints lodged, and the remedies provided and sanctions imposed, and asked the Government to provide details on the content of public awareness campaigns on sexual harassment conducted by provincial Women Development Departments. It requested more information, including statistics, on the impact of these measures on women's participation in the labour market and their move from the informal to the formal economy. It further requested the Government to continue to take specific measures to enhance women's participation in the labour market, and to provide information on any development in the adoption of the Domestic Workers (Employment and Rights) Bill, 2013.

In terms of the coverage of workers in law, all workers are covered under the Constitution. No specific law on equality of opportunity and treatment is available. However, Sindh and Khyber Pakhtunkhwa have explicitly included non-discrimination in all new laws, specifically on the basis of religion, political affiliation, sect, colour, caste, creed, ethnic background or sex.

Ratification of ILO Conventions

Pakistan ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), on 24 January 1961 and the Equal Remuneration Convention, 1951 (No. 100), on 11 October 2001.

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Discrimination (Employment and Occupation) Convention, 1958 (No. 111) - Pakistan (Ratification: 1961)*, ILC. 107 (2018); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Box 13. Legal framework indicator 13: Equal remuneration of men and women for work of equal value

Laws, policies and institutions

Legal frameworks related to equal remuneration in Pakistan are:

- the Payment of Wages Act, 1936;
- the West Pakistan Minimum Wage Rules, 1962;
- the Civil Servants Act, 1973;
- the Payment of Wages Act, 1936 (adopted in Punjab through the Punjab Payment of Wages (Amendment) Act, 2014 (VII of 2014));
- the Sindh Payment of Wages Act, 2015;
- the Khyber Pakhtunkhwa Payment of Wages Act, 2013; and
- the Azad Jammu and Kashmir Payment of Wages Act, 2017.

The Constitution guarantees citizens' right to enter upon any lawful profession or occupation, and to conduct any lawful trade or business (Article 18), the equality of citizens (Article 25), the prohibition of discrimination on the basis of gender, race, religion, caste, sex, residence or birthplace (Article 27), and women's participation in national life (Article 34).

Rule 15 of the West Pakistan Minimum Wage Rules, 1962, provides that the principle of equal remuneration for work of equal value between men and women workers is applicable when fixing wages for workers. It specifies that no discrimination may be made on the grounds of sex. Pakistan's law regulating wages, the Payment of Wages Act, 1936, defines 'wages' as all remunerations capable of being expressed in terms of money, payable by an employer to an employed person who has fulfilled their employment contract. It includes an attendance allowance, payment for good work or behaviour, bonuses, and any other amount payable upon the termination of service.

As noted in box 12, Khyber Pakhtunkhwa and Sindh have added non-discrimination provisions in their newly enacted legislation, prohibiting discrimination on the basis of sex, religion, political affiliation, sect, colour, caste, creed, or ethnic background.

Evidence of implementation

The Committee of Experts on the Application of Conventions and Recommendations noted that the Khyber Pakhtunkhwa Payment of Wages Act, 2013, section 2(xiv), defines wages as including all basic pay and statutory and non-statutory allowances. However, it excludes any contribution paid by the employer to any pension fund or provident fund, any travelling allowance, the value of any travelling concession, any sum paid to defray special expenses, any annual bonus, or any sums payable when a worker is discharged.

The Committee of Experts recalled that Article 1(a) of the Equal Remuneration Convention offers a broad definition of remuneration. It includes an ordinary, basic or minimum wage or salary, as well as *“any additional emoluments whatsoever payable directly or indirectly by the employer to the worker and arising out of the worker’s employment”*. The definition also captures payments or benefits received regularly or occasionally. It covers cost-of living allowances, dependency allowances, travel allowances, housing and residential allowances, vacation allowances, or allowances paid under social security schemes financed by the establishment or industry (see the General Survey on the fundamental Conventions, 2012, paragraphs 686, 687 and 690), among others. To apply the principle of equal remuneration for men and women for work of equal value, the Committee of Experts requested the Government to ensure that Khyber Pakhtunkhwa takes into account all the elements included in the definition of ‘wages’ in Section 2(xiv) of its Payment of Wages Act, including additional payments.

The Committee of Experts noted that Section 26 of the Payment of Wages Act provides that *“there shall be no discrimination on the basis of gender, religion, sect, colour, caste, creed, ethnic background in the wages and other benefits for work of equal value.”*

The Committee of Experts requested the Government to provide information on the implementation of act and its impact eliminating the gender wage gap. As discussed in box 12, it also requested information on measures taken to ensure that any new provincial labour law gives full expression to the principle of equal remuneration, allowing comparisons of jobs that are different in nature but of an equal value, stressing that this principle applies in both public and the private sectors, as well as to all aspects of remuneration, as broadly defined in Article 1(a) of the Convention.

The Committee of Experts emphasized the importance of adopting non-discrimination and equality legislation in order to give effect to Discrimination (Employment and Occupation) Convention, 1958 (No. 111). It observed that constitutional protection alone, while important, may not be sufficient to effectively protect against discrimination in employment and occupations. It asked the Government to provide information on measures taken or envisaged under the Protection against Harassment of Women at the Workplace Act to protect women and men equally against sexual harassment. The Committee of Experts stressed the need for measures to enable women to move from the informal to the formal economy, including extending social security and minimum wages, alongside training and education for rural women.

The Government reiterated in general terms that the labour standard is implemented equally for all workers without any discrimination based on sex, and that all citizens without any discrimination have equal access to employment in a factory and to vocational training institutions.

However, the Committee of Experts emphasized the need to continue to provide information on specific measures taken to enhance the protection of workers in the informal economy, including home-based workers and domestic workers, many of whom are women.

The Committee of Experts noted that Section 10 of the Minimum Wages Notification (2012) issued by the Khyber Pakhtunkhwa's Minimum Wages Board stipulates that: *"An adult female worker shall get the same minimum wages as a male worker receives for work of equal value."* However, Section 18 of the Khyber Pakhtunkhwa Minimum Wages Act, which lists prohibited grounds for discrimination, does not include sex.

The Committee of Experts recalled the tendency to set lower wage rates for sectors that predominantly employ women. Due to such occupational segregation, particular attention is needed to set sectoral minimum wages to ensure that fixed rates are free from gender bias. It requested the Government to indicate how these two provisions are articulated in order to ensure that minimum wage setting in Khyber Pakhtunkhwa is free from gender bias. The Committee of Experts also requested information on measures taken to ensure that the setting of minimum wages by other provinces is free from gender bias.

In terms of the coverage of workers in law, workers are covered by the Constitution and public sector employees are covered by the Civil Servants Act. However, no specific labour law is available on equal remuneration, with the exception of one provision in the West Pakistan Minimum Wage Rules, 1962, and non-discrimination provision in new laws in Khyber Pakhtunkhwa and Sindh.

Ratification of ILO Conventions

Pakistan ratified the Equal Remuneration Convention, 1951 (No. 100) on 11 October 2001 and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) on 24 January 1961.

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Discrimination (Employment and Occupation) Convention, 1958 (No. 111) - Pakistan (Ratification: 1961)*, ILC. 107 (2018); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

TABLE 8. Equal opportunity and treatment in employment

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Women's share of employment by occupation, aged 15+ (%)						
Pakistan						
Legislators, senior officials and managers	3.4	3.3	3.1	4.2	2.9	4.9
Professionals	16.0	17.7	9.3	30.4	31.6	33.3
Technicians and associate professionals	26.2	27.8	29.3	9.6	7.0	10.2
Clerks	2.1	2.6	3.3	3.3	2.5	2.3
Service workers, and shop and market sales workers	3.3	2.1	2.1	3.2	3.2	3.6
Skilled agricultural and fishery workers	36.0	37.2	38.2	38.0	38.4	37.8
Craft and related trade workers	15.9	15.6	15.3	19.2	21.1	21.5
Plant and machine operators and assemblers	0.6	0.3	0.9	1.4	1.3	1.1
Elementary occupations	14.1	14.6	18.5	22.5	21.6	18.3
Urban						
Legislators, senior officials and managers	2.7	2.5	2.2	4.4	2.9	4.3
Professionals	19.3	21.1	10.1	35.3	34.6	35.9
Technicians and associate professionals	28.2	30.8	29.8	7.1	5.0	8.6
Clerks	2.6	3.9	3.3	4.0	3.0	2.7
Service workers, and shop and market sales workers	3.8	2.8	2.6	3.0	3.0	3.7
Skilled agricultural and fishery workers	24.2	31.8	45.2	23.4	21.2	22.1
Craft and related trade workers	12.3	11.5	11.5	14.1	15.6	15.9
Plant and machine operators and assemblers	0.7	0.4	1.1	1.9	1.9	1.2
Elementary occupations	11.5	10.2	14.1	15.9	13.9	16.2
Rural						
Legislators, senior officials and managers	4.3	4.4	4.4	3.4	2.7	6.8
Professionals	10.4	12.3	8.3	24.2	27.9	29.5
Technicians and associate professionals	24.1	24.6	28.5	13.5	9.5	12.9
Clerks	1.3	0.0	3.4	1.8	1.5	1.4
Service workers, and shop and market sales workers	2.5	1.3	1.4	3.5	3.3	3.5
Skilled agricultural and fishery workers	36.5	37.4	37.9	38.7	39.1	38.7
Craft and related trade workers	19.5	19.9	19.2	24.1	26.8	27.2

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Plant and machine operators and assemblers	0.6	0.3	0.7	0.9	0.8	0.9
Elementary occupations	15.4	16.7	20.0	25.2	24.4	19.2
Punjab						
Legislators, senior officials and managers	4.8	5.0	3.7	4.5	3.3	6.1
Professionals	18.2	21.5	8.4	39.0	39.4	41.2
Technicians and associate professionals	33.3	32.9	36.7	11.3	7.2	10.5
Clerks	3.0	3.0	5.0	4.6	4.0	3.6
Service workers, and shop and market sales workers	4.9	2.7	4.8	4.7	5.0	5.3
Skilled agricultural and fishery workers	41.6	43.1	43.7	43.7	43.7	45.4
Craft and related trade workers	18.9	18.3	17.4	23.2	23.5	26.3
Plant and machine operators and assemblers	0.7	0.2	1.0	1.6	1.7	1.5
Elementary occupations	18.4	19.4	24.6	31.4	29.2	24.2
Sindh						
Legislators, senior officials and managers	1.6	1.2	2.1	4.1	1.6	3.8
Professionals	13.8	13.7	9.0	20.0	18.3	20.2
Technicians and associate professionals	16.6	22.6	18.1	5.8	5.5	9.6
Clerks	1.6	2.8	1.9	2.8	1.2	1.3
Service workers, and shop and market sales workers	1.4	1.5	1.3	1.7	1.0	1.7
Skilled agricultural and fishery workers	26.7	27.8	30.4	27.6	27.3	21.1
Craft and related trade workers	6.7	5.7	9.5	10.8	10.6	13.2
Plant and machine operators and assemblers	0.5	0.6	0.9	1.4	1.1	0.6
Elementary occupations	8.8	9.5	8.7	10.6	9.5	13.2
Khyber Pakhtunkhwa						
Legislators, senior officials and managers	1.6	1.4	1.5	3.6	7.0	2.6
Professionals	12.2	13.0	11.8	23.9	31.2	29.2
Technicians and associate professionals	23.6	24.4	23.7	12.8	9.4	12.0
Clerks	0.3	0.7	1.8	1.1	0.7	0.9
Service workers, and shop and market sales workers	1.7	1.7	0.7	0.6	1.3	1.2
Skilled agricultural and fishery workers	33.1	36.7	38.8	39.3	39.9	35.9
Craft and related trade workers	14.4	15.6	10.7	11.6	13.9	13.2

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Plant and machine operators and assemblers	0.8	0.3	0.3	0.6	0.1	0.7
Elementary occupations	3.5	1.8	3.4	2.2	2.7	2.4
Balochistan						
Legislators, senior officials and managers	0.4	0.6	2.2	0.9	0.0	0.3
Professionals	8.1	4.2	11.9	11.1	13.0	15.6
Technicians and associate professionals	12.3	8.3	3.7	3.1	6.7	9.6
Clerks	0.8	1.4	1.1	0.6	1.0	0.0
Service workers, and shop and market sales workers	0.1	0.3	0.7	0.7	0.9	1.3
Skilled agricultural and fishery workers	17.2	14.0	12.8	15.8	22.5	13.7
Craft and related trade workers	8.9	12.8	31.9	9.4	52.2	13.7
Plant and machine operators and assemblers	0.6	0.1	0.4	0.7	0.3	0.2
Elementary occupations	1.0	0.6	1.5	2.1	2.1	2.2
Islamabad Capital Territory						
Legislators, senior officials and managers						8.1
Professionals						56.8
Technicians and associate professionals						5.9
Clerks						0.0
Service workers and shop and market sales workers						3.7
Skilled agricultural and fishery workers						56.7
Craft and related trade workers						8.1
Plant and machine operators and assemblers						0.0
Elementary occupations						16.3

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 8.1. Equal opportunity and treatment in employment

Decent work indicator	2009–10		2010–11		2012–13		2013–14		2014–15		2017–18	
Percentage distribution of employed men and women by occupation groups, aged 15+												
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Pakistan												
Legislators	15.4	2.0	14.6	1.8	14.7	1.7	2.1	0.3	2.9	0.3	2.9	0.5
Professionals	2.1	1.5	2.0	1.5	2.1	0.8	4.3	6.3	4.4	6.9	4.5	8.2
Technicians	5.1	6.7	5.2	7.1	5.2	7.7	3.4	1.2	3.9	1.0	4.5	1.9
Clerks	1.7	0.1	1.6	0.2	1.8	0.2	2.0	0.2	2.0	0.2	1.8	0.2
Service and shop workers	5.9	0.7	5.8	0.5	8.2	0.6	20.6	2.3	20.0	2.2	20.3	2.8
Skilled agricultural workers	32.4	67.7	31.6	67.0	29.5	65.3	29.5	61.7	28.7	61.2	25.8	57.7
Craft and related trade workers	15.9	11.1	16.4	10.9	16.1	10.4	14.9	12.1	14.0	12.8	14.7	14.8
Plant operators	5.1	0.1	4.7	0.1	6.3	0.2	7.9	0.4	8.2	0.4	8.9	0.4
Elementary occupations (unskilled)	16.6	10.1	18.1	11.0	16.1	13.1	15.5	15.4	16.0	15.1	16.6	13.7
Urban												
Legislators	25.6	6.0	24.1	5.0	24.2	4.1	4.2	1.6	5.8	1.5	5.5	1.8
Professionals	3.6	7.2	3.4	7.2	3.2	2.8	6.0	26.4	6.3	27.5	6.5	26.9
Technicians	7.4	24.6	7.5	26.6	8.5	27.7	5.8	3.5	6.2	2.7	7.4	5.2
Clerks	3.3	0.7	3.0	1.0	3.4	0.9	3.8	1.3	3.7	0.9	3.2	0.7
Service and shop workers	9.8	3.3	9.2	2.1	12.3	2.6	31.6	7.9	29.8	7.7	29.3	8.3
Skilled agricultural workers	4.4	11.9	4.3	15.9	3.3	20.9	4.3	10.5	4.0	9.0	4.4	9.2
Craft and related trades workers	23.5	27.9	25.2	26.1	24.7	24.8	20.9	27.5	21.1	32.0	20.3	28.3
Plant operators	6.3	0.4	5.7	0.2	8.1	0.7	10.3	1.6	10.2	1.7	10.2	1.0
Elementary occupations (unskilled)	16.3	18.1	17.6	15.9	12.3	15.6	13.1	19.8	12.9	17.2	13.1	18.7
Rural												
Legislators	10.0	1.3	9.5	1.2	9.5	1.2	0.9	0.1	1.2	0.1	1.2	0.2
Professionals	1.2	0.4	1.2	0.5	1.5	0.4	3.2	2.7	3.2	3.2	3.2	3.7
Technicians	3.8	3.4	3.9	3.5	3.5	3.8	2.1	0.8	2.6	0.7	2.7	1.1
Clerks	0.9	0.0	0.9	0.0	0.9	0.1	0.9	0.0	1.0	0.0	1.0	0.0
Service and shop workers	3.8	0.3	4.0	0.1	6.0	0.2	14.3	1.3	14.5	1.3	14.5	1.5
Skilled agricultural workers	47.4	77.7	46.2	76.4	43.7	74.0	43.9	71.1	42.6	70.4	39.4	69.3

Decent work indicator	2009–10		2010–11		2012–13		2013–14		2014–15		2017–18	
Percentage distribution of employed men and women by occupation groups, aged 15+												
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Craft and related trade workers	11.8	8.1	11.8	8.1	11.5	7.6	11.4	9.3	10.0	9.4	11.1	11.5
Plant operators	4.4	0.1	4.2	0.0	5.3	0.1	6.5	0.2	7.2	0.1	8.1	0.2
Elementary occupations (unskilled)	16.7	8.7	18.4	10.1	18.1	12.6	16.9	14.5	17.8	14.7	18.9	12.5
Punjab												
Legislators	15.1	2.2	14.0	2.1	18.6	2.0	2.1	0.3	2.9	0.3	2.7	0.5
Professionals	2.0	1.3	1.9	1.4	1.8	0.5	3.6	5.9	3.8	6.5	3.8	7.1
Technicians	4.2	6.1	4.5	6.2	4.7	7.6	3.4	1.1	3.8	0.8	4.4	1.4
Clerks	1.5	0.1	1.1	0.1	1.4	0.2	1.6	0.2	1.7	0.2	1.6	0.2
Service and shop workers	5.5	0.8	5.5	0.4	3.6	0.5	20.1	2.6	18.6	2.6	19.7	3.0
Skilled agricultural workers	31.5	65.4	30.1	64.5	28.3	62.1	29.2	58.5	28.9	58.7	26.0	57.9
Craft and related trade workers	18.2	12.4	19.4	12.2	18.0	10.7	16.9	13.2	15.2	12.2	15.9	15.2
Plant operators	4.5	0.1	4.4	0.0	6.1	0.2	7.9	0.3	8.2	0.4	8.9	0.4
Elementary occupations (unskilled)	17.6	11.5	19.2	13.0	17.6	16.2	15.3	18.0	17.0	18.4	16.9	14.5
Sindh												
Legislators	16.2	1.6	15.9	1.1	7.3	0.9	2.6	0.7	3.4	0.4	3.1	0.9
Professionals	2.4	2.4	2.1	1.9	2.5	1.4	4.7	7.0	4.9	7.1	5.3	9.6
Technicians	6.2	7.5	5.9	9.6	6.0	7.2	3.4	1.3	3.9	1.5	4.9	3.8
Clerks	2.4	0.2	2.8	0.4	2.6	0.3	2.8	0.5	2.7	0.2	2.1	0.2
Service and shop workers	7.3	0.6	7.1	0.6	17.3	1.2	20.8	2.1	21.9	1.4	21.6	2.6
Skilled agricultural workers	32.9	73.2	34.5	73.4	30.7	73.5	30.1	68.1	28.8	69.6	26.9	51.7
Craft and related trade workers	12.8	5.6	12.5	4.2	14.6	8.4	12.2	8.8	13.0	9.9	12.4	13.6
Plant operators	5.2	0.2	4.2	0.1	5.9	0.3	7.9	0.7	7.5	0.6	7.8	0.3
Elementary occupations (unskilled)	14.6	8.7	15.0	8.6	13.2	6.8	15.5	11.0	14.0	9.5	16.0	17.4
Khyber Pakhtunkhwa												
Legislators	14.7	1.2	14.0	0.9	18.2	1.3	1.6	0.3	1.7	0.6	2.2	0.3
Professionals	2.0	1.3	2.5	1.7	1.7	1.1	6.1	9.0	5.2	11.0	5.5	12.0
Technicians	6.3	9.3	6.7	10.0	7.4	10.8	3.5	2.4	4.4	2.1	3.9	2.8
Clerks	1.2	0.0	1.5	0.1	1.6	0.1	1.6	0.1	1.7	0.1	1.5	0.1
Service and shop workers	4.9	0.4	4.7	0.4	5.3	0.2	21.2	0.6	21.0	1.3	18.6	1.2

Decent work indicator	2009–10		2010–11		2012–13		2013–14		2014–15		2017–18	
Percentage distribution of employed men and women by occupation groups, aged 15+												
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Skilled agricultural workers	30.8	72.4	26.7	71.8	25.4	75.3	25.4	76.4	23.6	72.5	22.8	67.6
Craft and related trade workers	15.0	12.0	15.4	13.2	14.8	8.3	15.2	9.3	13.8	10.3	16.6	13.3
Plant operators	7.3	0.3	7.3	0.1	8.2	0.1	8.8	0.2	11.1	0.1	10.7	0.4
Elementary occupations (unskilled)	17.8	3.1	21.3	1.9	17.4	2.9	16.6	1.8	17.6	2.3	18.1	2.3
Balochistan												
Legislators	16.6	0.6	15.5	1.0	2.2	0.5	1.5	0.1	2.7	0.0	3.0	0.1
Professionals	1.2	0.9	1.3	0.6	3.7	4.7	5.4	7.4	5.2	3.9	5.1	11.4
Technicians	5.7	7.2	5.1	5.1	7.4	0.9	3.4	1.2	3.5	1.3	4.0	5.1
Clerks	2.4	0.2	1.6	0.3	1.8	0.2	2.1	0.1	2.6	0.1	1.9	0.0
Service and shop workers	5.3	0.1	5.2	0.2	18.8	1.3	22.6	1.8	23.0	1.0	22.7	3.6
Skilled agricultural workers	44.4	83.7	46.4	82.8	46.5	64.5	37.8	78.1	36.2	52.8	32.3	61.9
Craft and related trade workers	6.7	5.9	5.6	9.0	5.9	26.1	6.4	7.3	7.2	39.5	7.2	13.8
Plant operators	5.3	0.3	4.6	0.1	6.3	0.2	5.7	0.5	6.8	0.1	9.6	0.2
Elementary occupations (unskilled)	12.5	1.2	14.7	1.0	12.3	1.7	15.2	3.5	12.8	1.4	14.3	3.9
Islamabad Capital Territory												
Legislators											9.3	4.8
Professionals											4.7	36.4
Technicians											11.1	4.1
Clerks											5.9	0.0
Service and shop workers											23.9	5.3
Skilled agricultural workers											3.4	26.3
Craft and related trade workers											13.7	7.0
Plant operators											13.8	0.0
Elementary occupations (unskilled)											14.2	16.2

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 8.2. Equal opportunity and treatment in employment

Decent work indicator	2009–10		2010–11	2012–13	2013–14	2014–15	2017–18
Women’s share of employment in senior and middle management, aged 15+ (%)*							
Pakistan	6.4	5.8		7.9	4.2	4.0	6.9
Urban	6.3	6.3		8.1	4.4	3.7	5.9
Rural	7.2	3.4		7.1	3.4	4.7	8.8
Punjab	9.1	8.6		9.3	4.5	4.5	8.2
Urban	9.2	10.5		11.2	4.8	4.5	6.2
Rural	8.6	3.9		0.0	4.0	4.5	15.0
Sindh	3.2	3.9		6.4	4.1	2.2	5.0
Urban	3.4	3.9		5.6	4.5	2.3	5.3
Rural	0.0	4.2		15.8	0.0	0.0	2.1
Khyber Pakhtunkhwa	9.3	0.5		9.1	3.6	10.2	3.3
Urban	7.4	0.9		8.3	3.3	10.4	4.2
Rural	11.7	0.0		9.8	4.0	10.1	2.6
Balochistan	2.0	0.6		10.1	0.9	0.0	0.6
Urban	3.7	0.8		12.6	0.0	0.0	1.4
Rural	0.0	0.0		0.0	2.0	0.0	0.0
Islamabad Capital Territory							10.3
Urban							12.6
Rural							7.4
Share of women’s wage employment in the non-agricultural sector, aged 15+ (%)							
Pakistan	10.1	10.4		9.9	11.1	10.3	11.9
Urban	11.1	11.8		11.4	12.5	11.2	13.0
Rural	9.1	9.0		8.4	9.5	9.4	10.7
Punjab	12.9	13.2		12.4	14.6	13.7	15.8
Urban	14.0	14.5		14.4	16.4	14.8	16.7
Rural	11.8	12.1		10.8	12.9	12.7	14.8
Sindh	6.4	7.4		6.9	7.3	5.7	7.0
Urban	7.5	9.0		7.8	8.1	6.7	8.1
Rural	3.6	2.9		4.8	5.4	3.3	4.2
Khyber Pakhtunkhwa	7.0	6.6		6.8	6.0	7.0	7.2
Urban	9.7	10.3		11.1	9.9	10.4	11.4
Rural	6.2	5.5		5.5	4.7	6.0	6.0
Balochistan	4.0	2.3		3.0	3.6	4.5	4.7
Urban	7.1	4.6		5.2	5.7	5.8	8.7
Rural	2.3	0.9		1.5	2.1	3.7	2.8
Islamabad Capital Territory							14.3
Urban							14.8
Rural							13.6

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Gender wage gap (%)						
Pakistan	34.6	36.2	37.5	40.8	37.9	38.9
Urban	24.9	23.4	22.8	24.6	25.6	29.6
Rural	43.4	46.9	46.7	50.4	43.1	46.3
Punjab	40.5	38.2	39.8	44.2	39.3	44.4
Urban	31.7	30.9	22.8	28.3	24.2	35.1
Rural	46.1	47.8	47.3	50.8	44.4	50.2
Sindh	11.8	27.0	23.9	24.9	30.7	31.8
Urban	7.9	24.1	23.5	18.0	25.7	27.4
Rural	40.3	53.5	29.9	45.4	44.6	38.2
Khyber Pakhtunkhwa	3.3	3.2	2.9	-20.1	-7.2	-10.4
Urban	4.4	4.8	-5.3	-14.5	4.4	-24.2
Rural	5.8	7.5	12.2	-14.9	-8.2	5.6
Balochistan	10.8	4.6	-10.7	-2.8	-9.2	1.7
Urban	24.1	12.5	-8.5	-4.5	-6.6	11.9
Rural	0.6	2.6	10.2	14.6	-3.8	-0.8
Islamabad Capital Territory						3.7
Urban						6.7
Rural						-1.1

***Note:** In the revised PSCO 2015, which is consistent with ISCO-08, senior and middle management positions (11 and 12) are regrouped into categories 11, 12 and 13. Data from 2013-14 onwards is based on PSCO 2015 and is not directly comparable with the earlier series.

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

Figures on equal opportunity and treatment in employment

FIGURE 74. Women's share of employment by occupation groups, aged 15+, 2009–2018 (%)

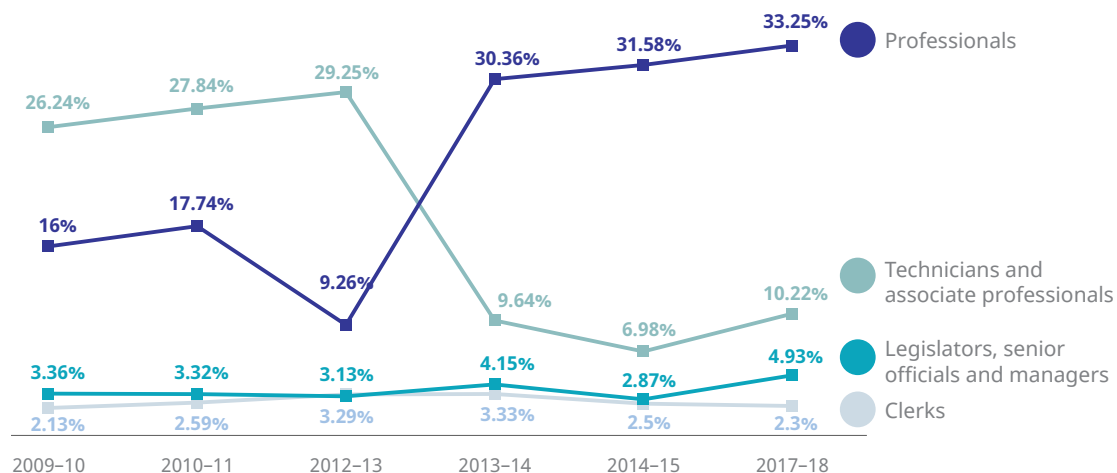


FIGURE 75. Women's share of employment by other occupation groups, aged 15+, 2009–2018 (%)

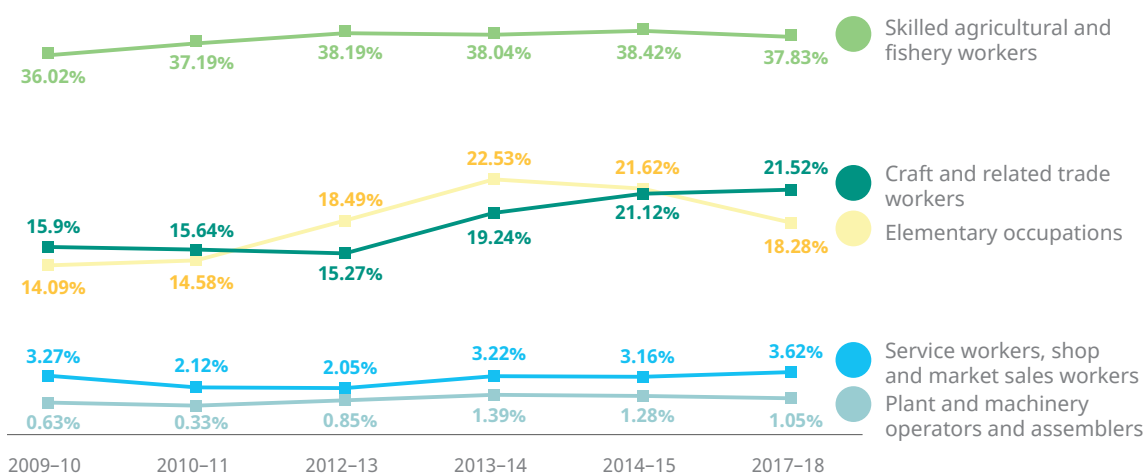


FIGURE 76. Women's share of employment by occupation in urban areas, aged 15+, 2009–2018 (%)

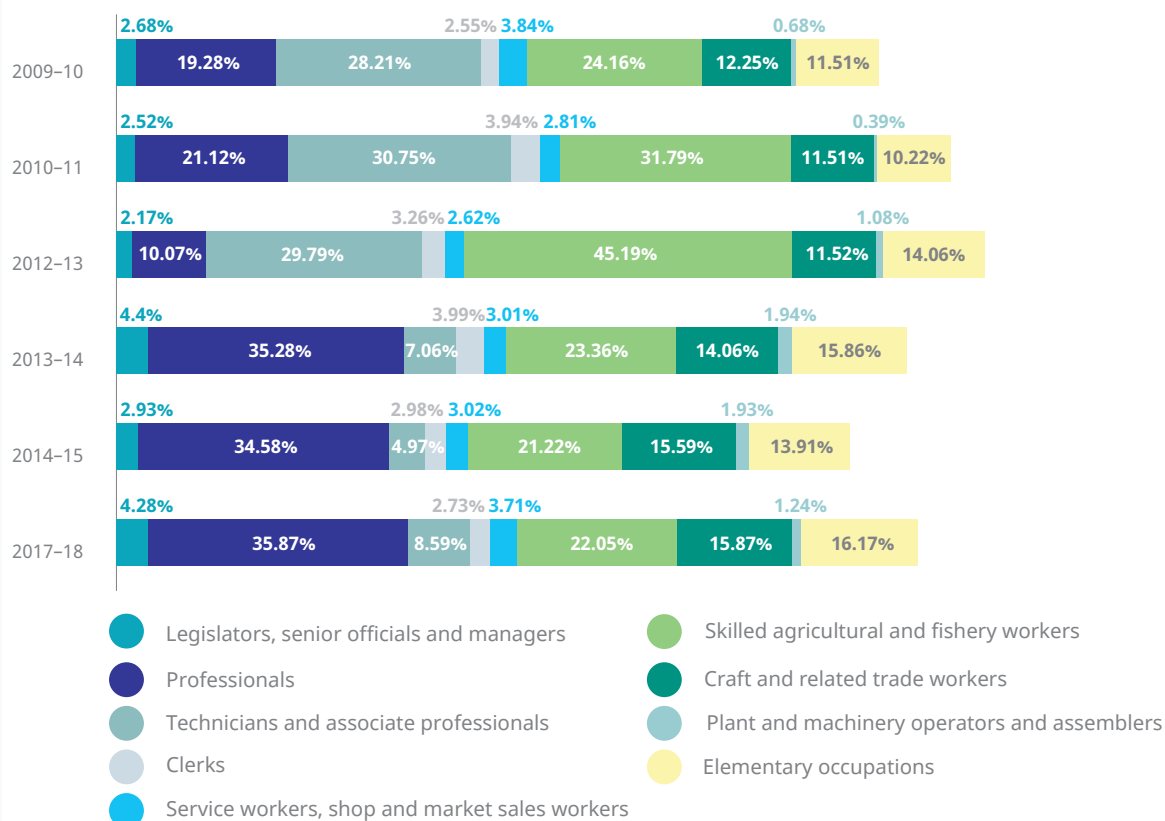


FIGURE 77. Women's share of employment by occupation in rural areas, aged 15+, 2009–2018 (%)

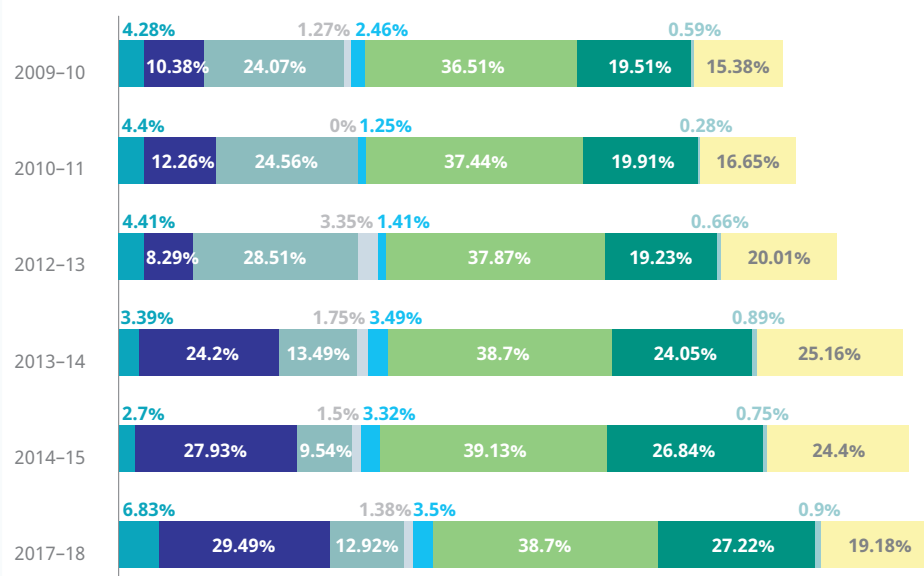


FIGURE 78. Distribution of employed men and women by occupation groups, aged 15+, 2009–2010 (%)

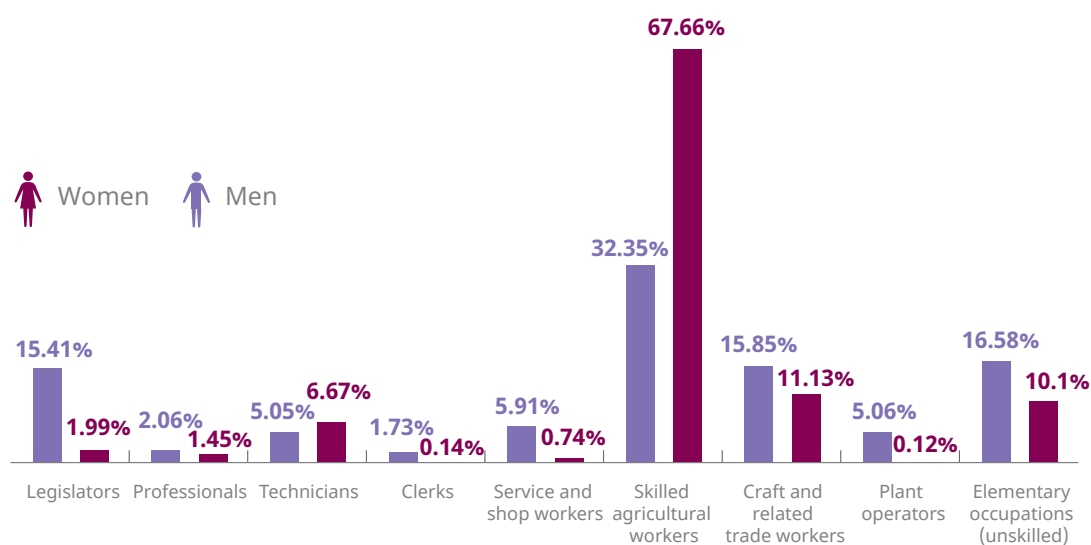


FIGURE 79. Distribution of employed men and women by occupation groups, aged 15+, 2017–2018 (%)

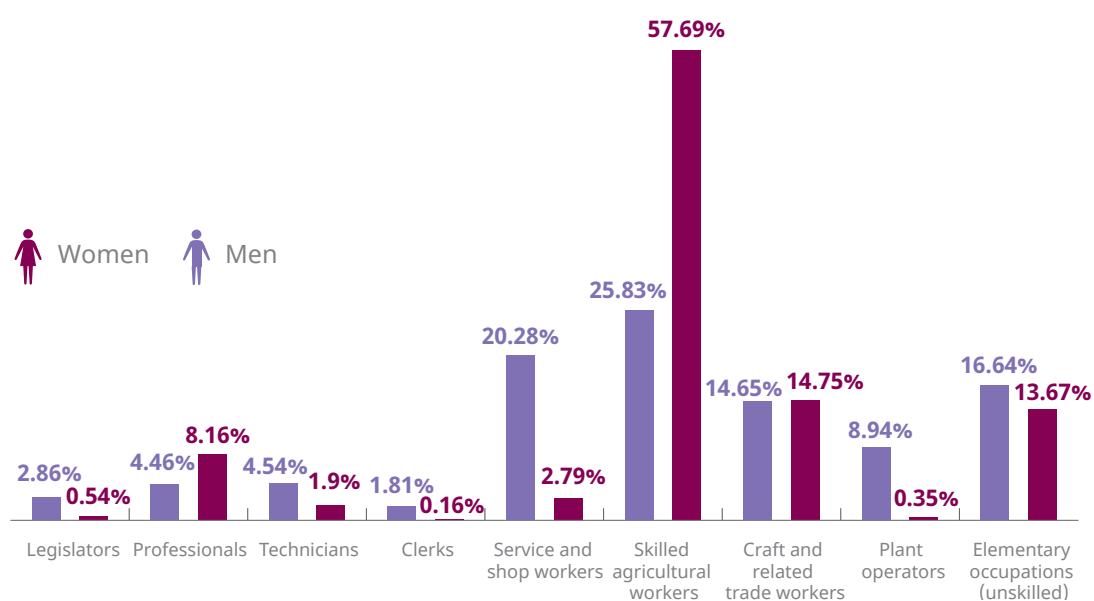


FIGURE 80. Women's share of employment in senior and middle management by geographic location, aged 15+, 2009–2018 (%)

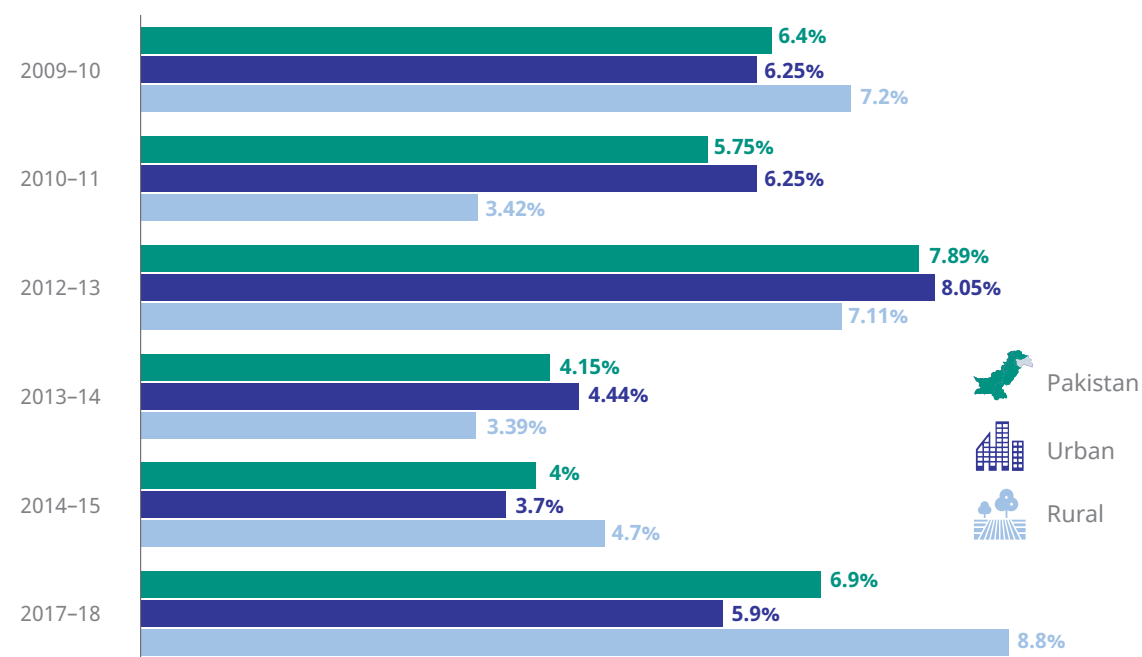


FIGURE 81. Women's share of employment in senior and middle management by province, aged 15+, 2009–2018 (%)

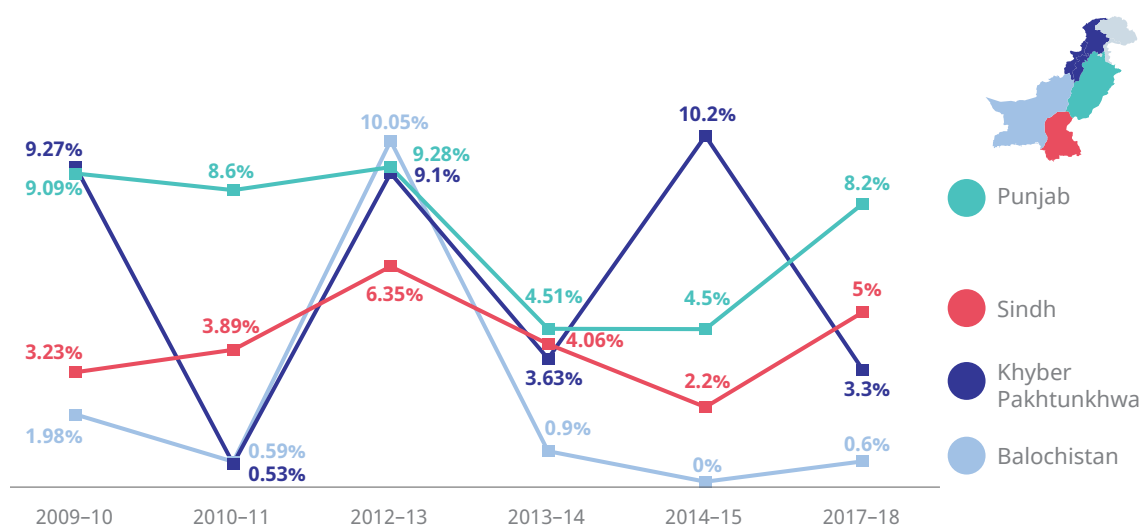


FIGURE 82. Share of women's wage employment in non-agricultural sectors by geographic location, aged 15+, 2009–2018 (%)

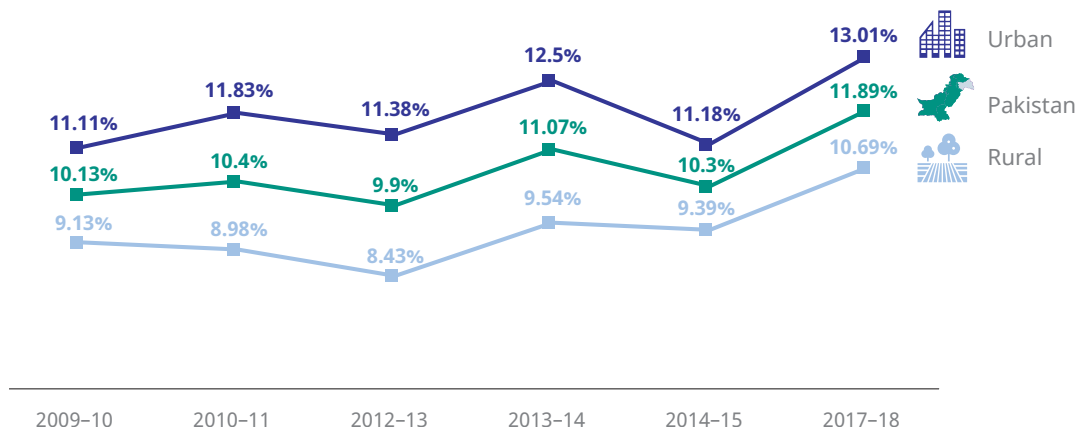


FIGURE 83. Share of women's wage employment in non-agricultural sectors by province, aged 15+, 2009–2018 (%)

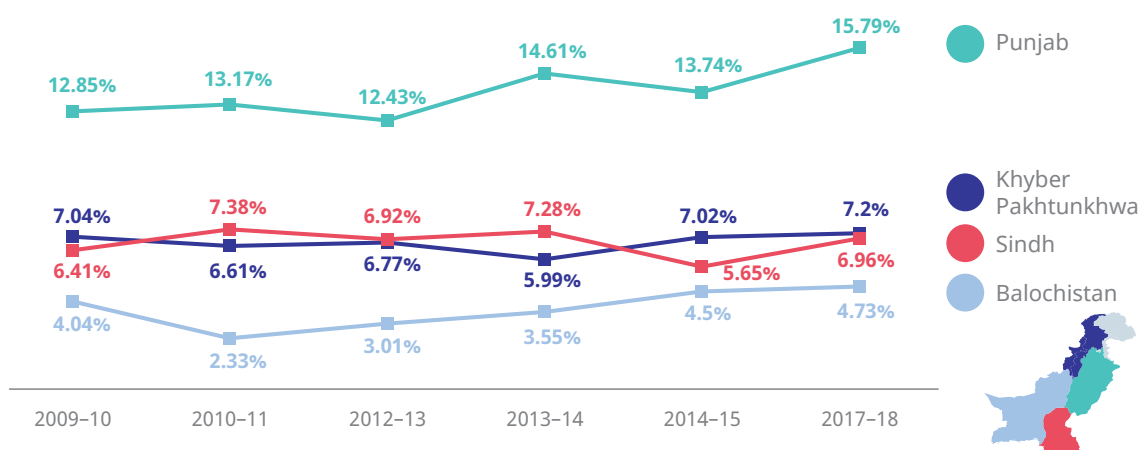


FIGURE 84. Gender wage gap by geographic location, aged 15+, 2009–2018 (%)

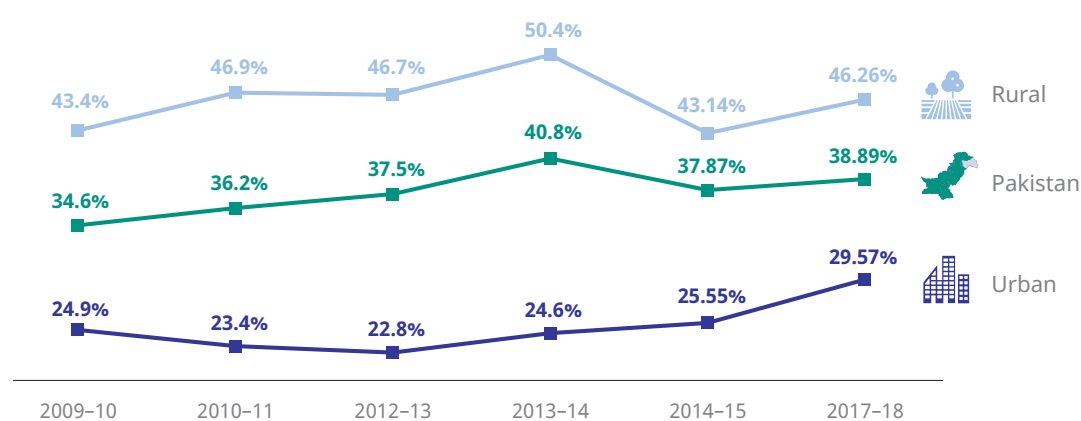
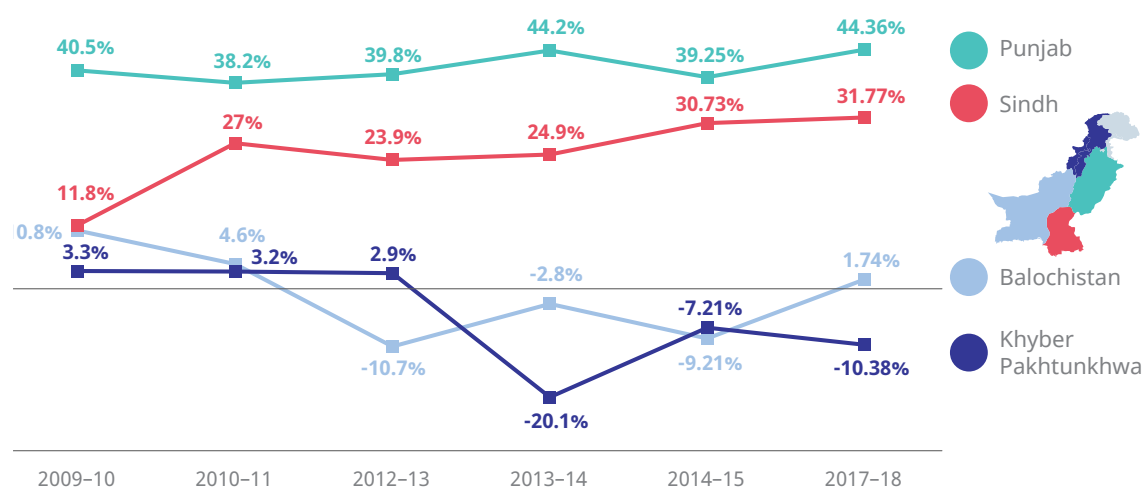
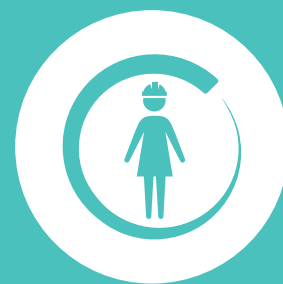


FIGURE 85. Gender wage gap by province, aged 15+, 2009–2018 (%)





► 9 Safe work environment



Ensuring occupational safety and health (OSH), and a safe working environment, are a critical dimension of decent work. In Pakistan, occupational safety and health is covered under different laws that apply to workers, primarily across the industrial sector (as per the ISIC classification of industries) and commercial sector (mainly the service sectors). These laws are administered through a system of provincial labour inspectorates, which are responsible for regulating health and safety standards in establishments under their jurisdiction.

Provincial labour inspectorates' work has been hindered by a number of factors, including a lack of trained staff, inadequate financial resources, weak enforcement and monitoring capacity, and a lack of systematic maintenance of administrative records on different aspects of occupational health and safety. Assessments of Pakistan's occupational safety and health environment are held back by a dearth of (systematically available) administrative data on work-related injuries and fatalities across its provinces and regions.

Where administrative records are available, the figures cover a minor share of enterprises in the industrial and commercial sectors. As a large and expanding share of businesses operate in the informal sector, which remains unregulated, this is problematic. The agricultural sector – the mainstay of employment, especially in rural areas – remains beyond the scope of labour laws and, therefore, of OSH standards.

This chapter uses Labour Force Survey data to examine trends in the frequency of non-fatal occupational injuries, alongside administrative data from provincial Departments of Labour on time lost due to these injuries, as well as on the number of labour inspectors. The non-fatal occupational injury frequency rate⁹ provides information on new injury cases as a proportion of the employed workforce, offering an insight into the state of OSH in practice.

⁹ The non-fatal occupational injury frequency rate is calculated as the number of cases of non-fatal injury, divided by the total number of employed persons in a year.



3.8
per cent
non-fatal
occupational
injury frequency
rate in 2017–18

Pakistan's non-fatal injury frequency rate rose between 2009 and 2014, increasing from 3 per cent of the employed workforce to a peak of 4.3 per cent. Subsequently, it has been on a downward trajectory, declining to 3.8 per cent in 2017–18. This rate was much higher for employed men than women, and for rural workers than urban workers.

Among the provinces, the non-fatal occupational injury rate was highest in Sindh and lowest in Balochistan. Trends in the provincial rate between 2009 and 2018 broadly mirror those at the national level. In Punjab, Sindh and Khyber Pakhtunkhwa the rate rose between 2009 and 2014, before falling until 2018. Balochistan is the exception, as the rate was on a rising trajectory throughout the decade.



More
men than
women
suffered
work-related
injuries

Analysis by occupational groups reveals that the incidence of non-fatal work-related injuries was highest for plant and machinery operators and assemblers, varying from a low of 4.6 per cent in 2009–10 to a high of 6.9 per cent in 2013–14. They are followed by workers in crafts and related trades, workers involved in elementary occupations, and skilled agricultural workers. The incidence of non-fatal injuries was lowest among white collar groups, that is, professionals, and legislators and senior officials. Gender disaggregation reveals that women had a much lower non-fatal injury rate than men across all nine occupational groups between 2009 and 2018. The highest incidence of non-fatal injuries among women workers were among women plant and machinery operators.

Table 9.1 presents data on fatal and non-fatal occupational injuries from the administrative records of provincial Departments of Labour and Mines. This reveals that work-related fatalities were highest in Punjab throughout the decade, followed by Sindh. New cases of occupational fatalities in Punjab ranged between a low of 736 in 2015–16 and a high of 981 in 2011–12. In Sindh, occupational fatalities in 2012 were caused by a single industrial accident: a deadly fire in a garment factory in Baldia Town, Karachi, which killed 255 workers and injured more than 50.



636
labour
inspectors
in Pakistan cover
its workforce
of 61.7 million

The total number of labour inspectors in Pakistan increased from 535 in 2009–10 to 636 in 2016–17 and 2017–18. This number is far too low to effectively cover Pakistan's national workforce of an estimated 61.7 million in 2017–18. The number of inspectors was highest in Punjab, followed by Sindh. This suggests that Sindh had relatively better coverage of labour inspectors than Punjab, which was home to the largest share of the employed workforce (60 per cent). The greatest growth in number of labour inspector was witnessed in Khyber Pakhtunkhwa, where 121 new labour inspectors were appointed between 2016 and 2018.

It is important to note that Pakistan's systems for reporting occupational injury and diseases only cover formal sector workers. The huge number of workers and workplaces in the informal sector remain uncovered by OSH provisions or labour inspection. As discussed, labour inspectorates have limited capacities to even reach formal workplaces. Therefore, a substantial number of unreported occupational injuries and diseases may exist, even in the formal sector.

Box 14. Legal framework indicator 14: Employment injury benefits

Laws, policies and institutions

A number of Pakistani legal frameworks are relevant to work-related injury benefits:

1. Laws on compensation:

- the Workers' Compensation Act, 1923;
- the Workers' Compensation Act, 1923 (adopted by Punjab through the Workmen's Compensation (Amendment) Act, 2013);
- the Sindh Workers' Compensation Act, 2015;
- the Khyber Pakhtunkhwa Workers' Compensation Act, 2013; and
- the Azad Jammu and Kashmir Workmen's Compensation Act, 1923 (Updated 2006).

2. Social security laws:

- the Provincial Employees Social Security Ordinance, 1965;
- the Provincial Employees Social Security Ordinance, 1965 (as adopted by Sindh by the Provincial Employees' Social Security (Amendment) Act, 2013; and
- the Provincial Employees Social Security Ordinance, 1965 (as adopted by Punjab through the PESS (Amendment) Act, 2013).

3. Pension laws:

- the Employees' Old-Age Benefits Act, 1976;
- the Sindh Employees' Old-Age Benefits Act, 2014; and
- the Azad Jammu and Kashmir Employees' Old-Age Benefits Act, 2017.

4. Laws on civil servants:

- the Civil Servants Act, 1973; and
- the Azad Jammu and Kashmir Civil Servants Act, 1976.

5. Laws on informal workers:

- the Sindh Home-Based Workers Act, 2018.

Article 38 of the Constitution guarantees the provision of social security through compulsory social insurance, or other means, for all such citizens who are permanently or temporarily unable to earn a living due to infirmity, sickness or unemployment. It applies to citizens irrespective of their sex, caste, creed or race.

The Workers Compensation Act, 1923, applies to all types of industrial or commercial establishments in the private sector, mines, railways and road transport services that employ 10 or more workers. All employees, whatever their monthly wages, are covered by the Workers' Compensation Act. This makes it mandatory for employers to compensate their employees if work-related injuries lead to permanent disabilities, or to pay compensation to their heirs if workers die in a job-related accident. The standings orders provide for compulsory group insurance for workers.

Pakistan's legal framework for labour administration has changed significantly since the 18th Constitutional Amendment (2010) devolved responsibility for legislating on labour issues and administering labour laws to provincial governments. The Provincial Employees Social Security Ordinance, 1965, applies to all workers – including the employees of contractors – of industrial, commercial and other establishments notified by each provincial government. Employees who earn up to PKR 10,000 per month in Balochistan and Khyber Pakhtunkhwa, or PKR 22,000 in Punjab or Sindh, are covered by the law (PKR 160.98 = US\$1 in June 2020 and PKR 139.85 = US\$1 in December 2018). The sums for Sindh and Punjab were revised from a previous rate of PKR 15,000. In Balochistan, a decision to raise the minimum wage ceiling to PKR 15,000 in 2014 was set aside by the province's High Court, which instructed that the law be amended accordingly. At present, Balochistan's rate remains PKR 10,000, as does Khyber Pakhtunkhwa's. However, an amended law has been proposed in the province to raise the minimum wage and ensure that workers who earn 60 per cent more than minimum wage will be covered by social security laws.

Employees whose wages are increased beyond this limit remain covered. However, workers who have always earned more per month are beyond the ambit of the law if they are in the service of the state, a local authority, or engaged in any work undertaken by a defence organization or railway administration. The law provides for a 'disablement pension' for any worker who loses 67 per cent, or more, of their earning capacity due to an employment injury or occupational disease. This pension is worth 75 per cent of the worker's last wage in all provinces, except in Punjab, where the rate is 100 per cent. If an injury results in a loss of earning capacity of up to 66 per cent, benefits are paid at a lower rate. Payments end when the worker dies or their disability ceases.

The Employees' Old-age Benefits Act, 1976, applies to all establishments that employ five or more persons, either directly or through contractors, without any wage limit. It provides for an 'invalidity pension' for each insured worker if they suffer from 'invalidity' caused by any condition other than a work-related injury. When an insured person dies, a survivor's pension is payable to their widow(s), widower, underage son, unmarried daughter or surviving parents, as the case may be. The Sindh Employees' Old-Age Benefits Act, 2014, and the Azad Jammu and Kashmir Employees' Old-Age Benefits Act, 2017, have not yet been operationalized. In line with the Sindh Home-Based Workers Act, registered home-based workers are entitled to the same compensation for employment injuries as workers in the formal sector.

Other aspects that are important to consider include:

- **Temporary disability benefits:** 60 per cent of the earnings of an insured worker are paid (100 per cent in Punjab) (social insurance), or 50 per cent of the employee's monthly earnings are paid for up to one year. For lung diseases, 33 per cent are paid for up to five years.
- **Permanent disability benefits (social insurance):** 75 per cent of the insured worker's last monthly earnings (100 per cent in Punjab) for temporary disability, and at least 21 per cent for partial disability.
- **Permanent disability benefits (employers' liability):** Lump sum of PKR 200,000 (PKR 300,000 in Khyber Pakhtunkhwa, PKR 400,000 in Punjab and PKR 500,000 in Sindh).
- **Primary health care and hospitals:** Medical care is provided without any time limit.
- **Survivors' benefits under social security laws:** A spouse's pension is worth 60 per cent of the full permanent disability pension, while an orphan's pension is worth 20 per cent for each orphan, or 40 per cent for a 'full' orphan (i.e. who has lost both parents). If the worker has no spouse or children, a dependent parents' pension is granted, worth 20 per cent of the full permanent disability pension. Other survivors' benefits include an *Iddat* grant and a death grant.
- **Survivors' benefits under pension laws:** These are equal to the deceased worker's pension or the minimum pension (currently PKR 6,500), whichever is higher.
- **Employers' liability:** Lump sum of PKR 200,000 (PKR 300,000 in Khyber Pakhtunkhwa, PKR 400,00 in Punjab and PKR 500,000 in Sindh).
- **Financing:** By the employer (employers' liability) and, in the case of social insurance, benefits are paid for by both employers and employees.

Evidence of implementation

No information has been made available to the ILO's supervisory bodies. However, the ILO is working closely with institutions in Pakistan to ensure compensation for workplace injuries. These include the Sindh Employees' Social Security Institution (SESSI) under the Baldia Arrangement to ensure that victims from the Ali Enterprise fire in 2012 receive compensation and medical care. The ILO has also identified areas in which Employees' Social Security Institutions would benefit from capacity strengthening.

Ratification of ILO Conventions

Pakistan has not ratified the Occupational Safety and Health Convention, 1981 (No. 155), Occupational Health Services Convention, 1985 (No.161), Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), Social Security (Minimum Standards) Convention, 1952 (No. 102), or Employment Injury Benefits Convention, 1964 (No. 121).

Sources: ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Law, policy or institutions

Different laws in Pakistan regulate labour inspection related to occupational safety and health. Key frameworks include:

- the Mines Act, 1923;
- the Workers' Compensation Act, 1923;
- the Factories Act, 1934 (applicable in Balochistan and Islamabad Capital Territory);
- the Dock Labourers Act, 1934;
- the West Pakistan Labour Camps Rules, 1960;
- the Provincial Employees Social Security Ordinance, 1965;
- the Shops and Establishments Ordinance, 1969 (applicable in Balochistan and Islamabad Capital Territory);
- the Agricultural Pesticides Ordinance, 1971;
- the Agricultural Pesticide Rules, 1973;
- the Employment of Children Act, 1991 (applicable in Balochistan and Islamabad Capital Territory);
- the Employment of Children Rules, 1995 (applicable in Balochistan and Islamabad Capital Territory);
- the Pakistan Environmental Protection Act, 1997;
- the Boilers and Pressure Vessels Ordinance, 2002;
- the Hazardous Substance Rules, 2003;
- the Workers' Compensation Act, 1923 (adopted by Punjab through the Workmen's Compensation (Amendment) Act, 2013);
- the Factories Act, 1934 (adapted in Punjab by the Factories (Amendment) Act, 2012);
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Punjab by the PESS (Amendment) Act, 2013);
- the Punjab Shops and Establishments Ordinance, 1969 (amended in 2014);
- the Punjab Prohibition of Child Labour at Brick Kilns Act, 2016;
- the Punjab Restriction on Employment of Children Act, 2016;
- the Punjab Occupational Safety and Health Act, 2019;
- the Sindh Shops and Commercial Establishment Act, 2015;
- the Sindh Workers' Compensation Act, 2015;
- the Sindh Factories Act, 2016;
- the Sindh Employees Social Security Act, 2016;
- the Sindh Occupational Safety and Health Act, 2017;
- the Sindh Prohibition of Employment of Children Act, 2017;
- the Sindh Home-Based Workers Act, 2018;
- the Khyber Pakhtunkhwa Factories Act, 2013;
- the Khyber Pakhtunkhwa Workers Compensation Act, 2013;
- the Khyber Pakhtunkhwa Prohibition of Employment of Children Act, 2015;
- the Khyber Pakhtunkhwa Shops and Establishments Act, 2015;

- the Azad Jammu and Kashmir Workmen's Compensation Act, 1923 (Updated 2006);
- the Azad Jammu and Kashmir Factories Act, 2017;
- the Azad Jammu and Kashmir Shops and Establishment (Amendment) Act, 2017 (Updated); and
- the Azad Jammu and Kashmir Restriction on Employment of Children Act, 2019.

Pakistan's labour laws provide for an independent labour inspection system. However, this system is province-based and the country has no central inspection authority. To date, Sindh and Punjab have promulgated provincial OSH Acts, and Khyber Pakhtunkhwa drafted a similar law in 2019. These apply to establishments with one or more worker, excluding mines.

Chapter 3 of the Factories Act includes general provisions on workplace health and safety. Provincial governments are allowed to formulate rules under the Factories Act, and inspectors are accorded discretion in defining these rules. Chapter 3 outlines safety arrangements including, but not limited to:

- cleanliness;
- waste and effluent disposal;
- ventilation and temperature;
- dust and fumes, including explosive or flammable dust and precautions against dangerous fumes;
- artificial humidification;
- overcrowding;
- lighting;
- drinking water;
- latrines and urinals;
- precautions against contagious or infectious disease;
- compulsory vaccination and inoculation;
- the power to formulate rules on the provision of canteens;
- welfare officers;
- fire precautions;
- fencing off machinery;
- work on or near machinery in motion;
- young people employed to work with dangerous machines;
- striking gear and devices for cutting off power;
- self-acting machines; casing new machinery;
- the prohibition of women's and children's work near cotton openers;
- cranes and lifting machinery;
- hoists and lifts;
- floors, stairs and means of access;
- pits, sumps and opening in floors;

- excessive weight;
- eye protection;
- the power to require specifications on defective parts or stability tests;
- the safety of buildings, machinery and manufacturing processes;
- the power to exclude children from work;
- notices of certain accidents;
- additional powers to make health and safety rules related to shelters for rest;
- rooms for children;
- certificates of stability; and
- hazardous operations.

Similarly, Chapter 5 of the Mines Act provides for various health and safety arrangements, as does the Pakistan Dock Labourers Regulations for dockworkers. Arrangements for the health and safety of workplaces for adolescents and children are included in the Employment of Children Act, 1991 and newly enacted child labour legislation in Khyber Pakhtunkhwa, Punjab and Sindh. Social security laws, inter alia, provide for the prevention, eradication and treatment of occupational diseases. Employers are obliged to report occupational accidents in line with Section 33N of the Factories Act and Section 20 of the Mines Act. Violations are subject to court sanctions.

The laws outlined above require the appropriate government (federal or provincial) to appoint qualified individuals as inspectors. Inspectors are public servants responsible for enforcing labour laws. Their powers include the right to enter and inspect any workplace, gathering evidence from persons for carrying out their duties. A person cannot be appointed as an inspector, or continue to hold this office, if they become directly or indirectly interested in the workplace, whether it is a factory under the Factories Act, a dock or a shipyard under the Dock Labourers Act, a commercial or industrial establishment under the Shops and Establishments Act, or a mine under the Mines Act.

Evidence of implementation

Punjab and Sindh have promulgated laws on operational safety and health, while Khyber Pakhtunkhwa has drafted a law on the subject. The Committee of Experts on the Application of Conventions and Recommendations previously noted concerns on third party inspections carried out by private auditing firms, as well as the inadequate number of labour inspectors in the context of the 2012 factory fire in Sindh that killed 255 workers and injured more than 50.

In its previous comment, the Committee of Experts noted the Government's statement that outsourcing inspection responsibilities to third party firms needed to change, and that plans were afoot to regulate them.

The Committee of Experts also noted the Government's indication in its report that the Pakistan National Accreditation Council (PNAC) was responsible for accrediting private auditing firms, having accredited seven firms to date, primarily those that specialize in OSH compliance, as well as other labour issues.

The Committee of Experts requested the Government to provide information on whether enterprises subject to compliance assessments by private auditing firms remain liable for labour inspection in law and in practice. It asked for information on how the PNAC supervises private auditing firms, how independent compliance assessments by these firms are guaranteed, and where applicable, how the Government promotes cooperation between inspection services and private auditing firms.

The Committee of Experts urged the Government to pursue efforts to increase the number of labour inspectors, to provide information on concrete measures taken, and to continue providing information on the number of labour inspectors in each province. It welcomed the Government's indication, in reply to the Committee's previous request, that provincial Departments of Labour are working as central authorities, with coordination ensured through bimonthly meetings of the Federal Tripartite Consultative Committee (FTCC). Priorities for labour inspection are determined in the quarterly meetings of the Provincial Tripartite Consultative Committees (PTCC). The Committee of Experts also welcomed the fact that provincial governments have been provided with material on labour inspection, alongside explanations on information to be provided under the Occupational Safety and Health Convention.

The Committee of Experts noted that one of the recommendations of the 2016 National OSH Profile published by the Ministry of Overseas Pakistanis and Human Resources Development, was the creation of independent provincial labour inspection authorities, separate from provincial Departments of Labour, with sufficient human and financial resources. Noting the minutes of tripartite meetings of the FTCC and the PTCCs provided with the Government's report under the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), the Committee of Experts requested more information on inspection issues discussed in the FTCC and PTCCs, as well as the meetings' impact on coordination and cooperation on inspection, under the supervision of a central authority. It further requested information on any follow-up on the OSH profile's recommendation of creating independent provincial labour inspection authorities.

The Committee of Experts urged the Government to take necessary measures, in line with Article 12(1)(a) and (b), to remove a restriction to effective labour inspection in Sindh, where prior notice must be provided to enterprises before inspection visits. It requested information on cases related to the obstruction of labour inspectors' duties in practice, disaggregated by province, including the number of prosecutions, their outcomes, and specific penalties, including the amount of fines imposed.

It is important to distinguish between coverage in law and in practice:

- **Coverage of workers in law:** Only formal sector workers are covered by labour laws. The Sindh Home-Based Workers Act affirms every registered home-based worker's right to the same protections as formal workers by provincial laws.
- **Coverage of workers in practice:** In practice, labour inspection faces challenges in the formal sector. Inspections are completely absent in the informal sector.

Ratification of ILO Conventions

Pakistan ratified the Labour Inspection Convention, 1947 (No. 81) on 10 October 1953, but has not ratified its 1995 Protocol or the Labour Inspection (Agriculture) Convention, 1969 (No. 129).

Sources: ILO, *Pakistan Decent Work Country Programme III (2016–2020)*, 2016; Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Labour Inspection Convention, 1947 (No. 81) - Pakistan (Ratification: 1953)*, ILC. 109 (2020); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

TABLE 9. Safe work environment

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Occupational injury frequency rate (non-fatal) (%)						
Pakistan						
Both genders	3.0	3.6	4.1	4.3	4.1	3.8
Men	3.6	4.1	4.6	5.0	4.8	4.4
Women	0.9	1.5	2.3	2.1	1.6	1.5
Urban	1.8	2.3	2.6	2.9	2.6	2.4
Rural	3.5	4.1	4.8	5.0	4.7	4.5
Punjab						
Both genders	2.8	3.5	4.2	4.2	4.0	3.9
Men	3.4	4.2	4.9	5.2	4.9	4.9
Women	0.9	1.7	2.3	1.7	1.6	1.3
Urban	1.6	2.3	2.6	3.1	2.8	2.9
Rural	3.2	4.0	4.8	4.7	4.5	4.4
Sindh						
Both genders	4.3	4.8	5.0	6.1	5.0	4.2
Men	4.8	5.3	5.3	6.2	5.3	4.4
Women	1.2	2.0	3.1	5.2	2.8	3.3
Urban	2.3	2.3	2.5	2.7	2.2	1.4
Rural	5.9	6.6	6.9	8.9	7.2	6.9

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Khyber Pakhtunkhwa						
Both genders	2.4	2.4	2.9	2.6	3.7	3.3
Men	2.9	2.9	3.4	3.1	4.5	3.8
Women	0.4	0.1	0.8	0.3	0.1	0.6
Urban	2.5	3.3	2.7	3.7	3.7	2.9
Rural	2.4	2.2	3.0	2.4	3.7	3.4
Balochistan						
Both genders	0.6	0.7	0.9	0.7	1.2	1.3
Men	0.6	0.8	1.0	0.7	1.1	1.3
Women	0.1	0.0	0.3	0.1	1.9	0.5
Urban	0.6	0.7	1.2	0.8	1.4	2.1
Rural	0.5	0.7	0.9	0.7	1.2	1.0
Islamabad Capital Territory						
Both genders						0.9
Men						1.0
Women						0.4
Urban						0.8
Rural						1.0
Legislators, senior officials and managers						
Both genders	1.4	1.3	2.2	1.1	0.8	0.8
Men	1.4	1.3	2.3	1.1	0.8	0.9
Women	0.3	1.0	0.1	0.0	0.0	0.0
Punjab	1.7	1.6	2.6	1.8	1.3	1.3
Sindh	0.9	1.0	1.3	0.1	0.1	0.1
Khyber Pakhtunkhwa	1.7	0.9	0.9	0.3	0.6	0.7
Balochistan	0.0	0.4	0.0	0.8	0.0	0.0
Islamabad Capital Territory						0.0
Professionals						
Both genders	0.2	0.5	0.9	0.7	0.8	0.7
Men	0.2	0.6	0.8	0.9	1.0	0.9
Women	0.0	0.0	1.3	0.3	0.4	0.4
Punjab	0.4	0.6	1.6	1.2	1.1	1.0
Sindh	0.0	0.1	0.0	0.1	0.5	0.3
Khyber Pakhtunkhwa	0.0	1.1	1.0	0.1	0.5	0.5
Balochistan	0.0	0.0	0.0	0.0	0.0	0.0
Islamabad Capital						0.0
Technicians and associate professionals						
Both genders	0.5	0.8	1.0	1.7	1.2	1.4
Men	0.7	1.1	1.3	1.8	1.1	1.5
Women	0.0	0.1	0.1	1.0	1.9	0.4
Punjab	0.6	1.2	1.4	2.3	1.8	2.1

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Sindh	0.7	0.3	0.3	0.9	0.7	0.7
Khyber Pakhtunkhwa	0.2	0.4	0.8	1.3	0.0	0.4
Balochistan	0.0	0.2	0.0	0.0	0.0	0.0
Islamabad Capital Territory						1.6
Clerks						
Both genders	0.4	0.6	0.6	0.6	0.1	1.6
Men	0.4	0.6	0.6	0.7	0.1	1.6
Women	0.0	0.0	0.0	0.0	0.0	0.0
Punjab	0.8	1.2	1.0	1.3	0.2	2.0
Sindh	0.0	0.3	0.2	0.0	0.0	1.8
Khyber Pakhtunkhwa	0.0	0.0	0.3	0.0	0.0	0.3
Balochistan	0.0	0.0	0.0	0.0	0.5	0.0
Islamabad Capital Territory						0.0
Service workers, shops and related sale workers						
Both genders	1.9	1.3	1.3	1.8	1.5	1.7
Men	2.0	1.4	1.3	1.8	1.5	1.8
Women	0.0	0.0	0.9	1.1	0.4	0.3
Punjab	1.9	1.5	1.7	2.5	2.0	2.2
Sindh	1.9	1.3	1.3	1.3	0.9	1.2
Khyber Pakhtunkhwa	2.3	1.0	0.8	0.4	0.8	1.4
Balochistan	0.1	0.3	0.3	0.0	0.5	0.2
Islamabad Capital Territory						0.0
Skilled agricultural and fishery workers						
Both genders	3.4	4.2	4.8	5.2	4.8	4.0
Men	4.6	5.5	5.9	6.9	6.5	5.5
Women	1.2	1.9	2.9	2.5	1.9	1.4
Punjab	2.9	3.7	4.6	4.5	4.3	3.6
Sindh	6.0	7.1	7.5	9.9	8.7	7.1
Khyber Pakhtunkhwa	1.5	1.3	1.5	1.4	0.9	1.3
Balochistan	0.5	0.6	0.9	0.7	1.0	1.1
Islamabad Capital Territory						0.8
Craft and related trade workers						
Both genders	3.9	4.9	5.2	5.9	5.9	5.2
Men	4.6	5.6	6.0	6.9	7.2	6.3
Women	0.2	1.0	0.8	1.5	1.0	1.2
Punjab	3.5	4.7	5.1	5.6	5.5	5.1
Sindh	4.7	5.7	5.3	7.0	4.6	3.7
Khyber Pakhtunkhwa	5.3	5.1	6.5	6.3	11.5	8.4
Balochistan	1.7	1.5	1.7	1.2	4.2	5.6
Islamabad Capital Territory						1.7

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Plant and machine operators and assemblers						
Both genders	4.2	4.8	5.6	5.4	5.9	5.4
Men	4.3	4.8	5.5	5.5	6.0	5.5
Women	0.0	5.2	11.2	0.0	3.3	4.6
Punjab	3.5	4.7	4.4	5.1	6.1	6.1
Sindh	5.2	6.7	7.6	6.4	3.3	5.8
Khyber Pakhtunkhwa	5.5	3.6	7.6	6.4	10.5	4.1
Balochistan	2.2	2.1	2.5	1.7	2.9	1.8
Islamabad Capital Territory						2.1
Elementary occupations						
Both genders	4.0	4.5	5.4	5.4	5.1	5.7
Men	4.6	5.1	6.2	6.4	6.1	6.3
Women	0.5	1.0	1.8	1.9	1.7	2.9
Punjab	3.5	4.4	5.4	5.2	4.8	5.9
Sindh	6.5	5.5	6.3	6.9	7.0	5.9
Khyber Pakhtunkhwa	3.0	4.3	5.1	4.6	5.2	5.6
Balochistan	0.8	1.0	1.7	1.5	0.5	1.9
Islamabad Capital Territory						1.6

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

TABLE 9.1. Administrative data on occupational injuries

Decent work indicator	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Number of new cases of occupational fatalities in the year									
Pakistan	1005	1053	1459	1102	2038	1156	1144	1171	1119
Punjab	874	746	981	801	799	838	736	850	889
Sindh	76	189	389	233	369	231	331	240	189
Khyber Pakhtunkhwa	18	16	19	14	27	21	18	27	23
Balochistan	30	93	62	44	837	50	41	38	77
Islamabad Capital Territory	7	9	8	10	6	15	9	11	10
Azad Jammu and Kashmir	0	0	0	0	0	1	9	5	2
Number of new cases of non-fatal occupational injuries during the year									
Pakistan	3882	3715	3679	4258	4075	3939	4195	4811	4258
Punjab	3306	3143	3109	3490	3396	3323	3281	3791	3403
Sindh	564	542	512	716	624	532	783	881	761
Khyber Pakhtunkhwa	3	12	37	46	40	46	114	122	67

Decent work indicator	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Balochistan	0	10	11	0	0	27	5	2	16
Islamabad Capital Territory	0	0	0	0	0	2	1	5	1
Azad Jammu and Kashmir	9	8	10	6	15	9	11	10	10
Number of days lost due to new cases of non-fatal occupational injuries during the year									
Pakistan	326	289	320	324	612	3972	421	464	6979
Punjab									
Sindh	195	188	169	202	289	199	320	405	384
Khyber Pakhtunkhwa	130	100	150	121	322	3712	–	18	6570
Balochistan	1	1	1	1	1	1	1	1	1
Azad Jammu and Kashmir	0	0	0	0	0	60	100	40	24
Total number of occupational injuries during the year									
Pakistan	670	699	802	922	931	825	1057	1114	1013
Punjab									
Sindh	667	687	765	876	891	778	934	987	944
Khyber Pakhtunkhwa	3	12	37	46	40	46	114	122	67
Balochistan	-	-	-	-	-	-	-	-	-
Azad Jammu and Kashmir	-	-	-	-	-	1	9	5	2
Number of labour inspectors									
Pakistan	535	537	551	551	555	570	578	636	636
Punjab*	246	246	248	248	247	247	247	247	247
Sindh*	175	175	175	175	175	175	175	187	187
Khyber Pakhtunkhwa*	74	74	81	81	81	94	94	121	121
Balochistan	37	39	44	44	49	49	57	76	76
Islamabad Capital Territory	3	3	3	3	3	3	3	3	3
Azad Jammu and Kashmir	0	0	0	0	0	2	2	2	2

***Note:** Includes inspectors working under both the Departments of Labour and Mines.

Source: Departments of Labour of Punjab, Sindh, Khyber Pakhtunkhwa, Balochistan, Islamabad Capital Territory, Gilgit-Baltistan, and Azad Jammu and Kashmir.

Figures on a safe work environment

FIGURE 86. Occupational injury (non-fatal) frequency rate by gender and geographic location, aged 15+, 2009–2018 (%)

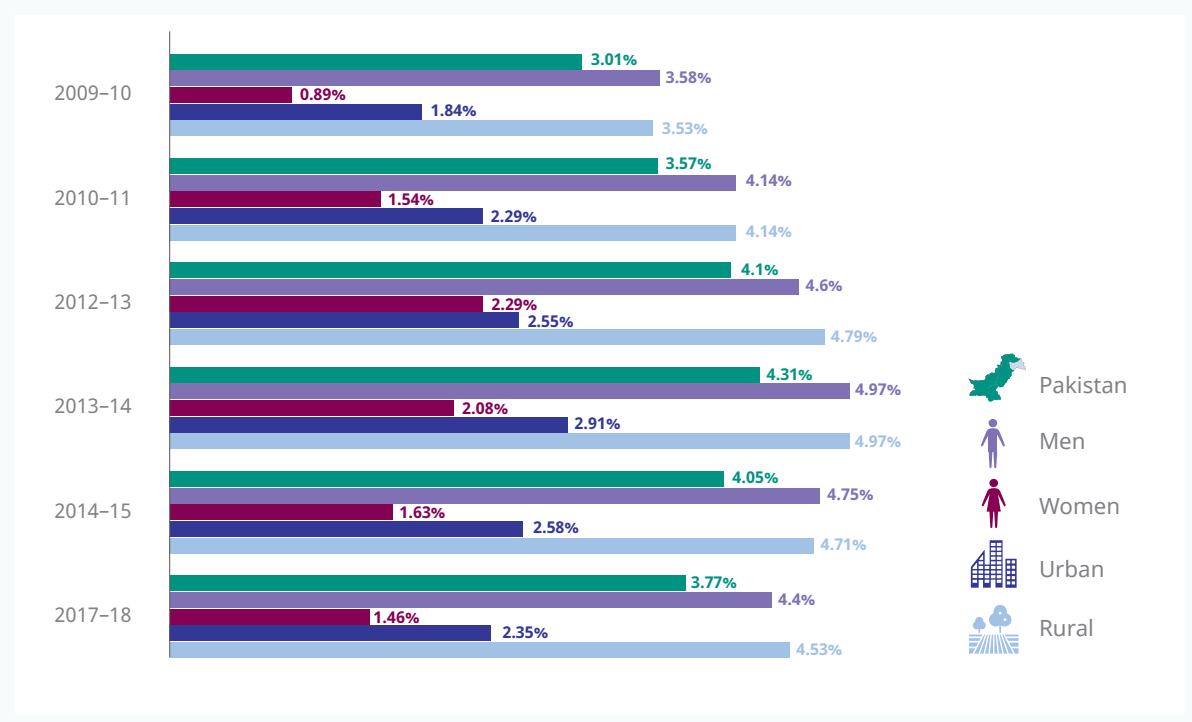


FIGURE 87. Occupational injury (non-fatal) frequency rate by province, 2009–2018 (%)

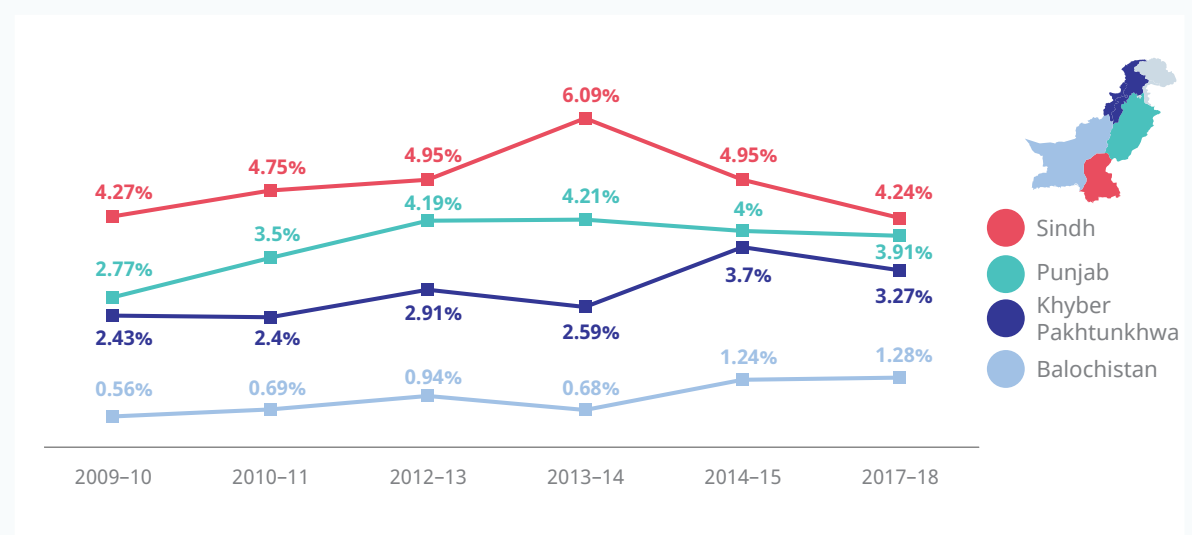


FIGURE 88. Occupational injury (non-fatal) frequency rate by occupation group, aged 15+, 2009–2018 (%)

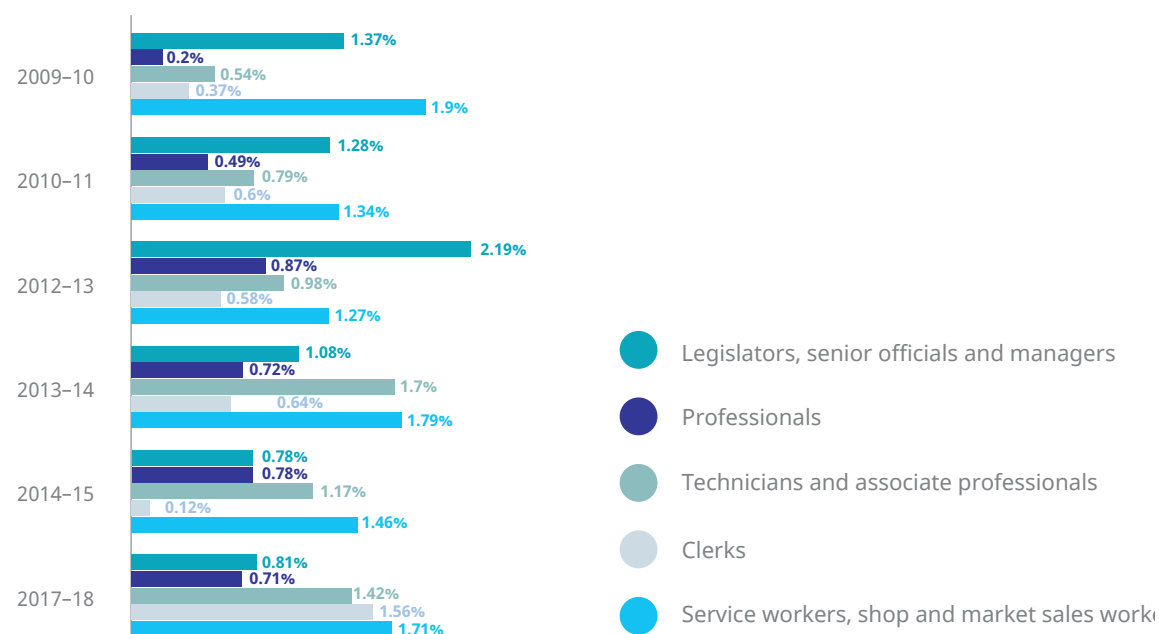


FIGURE 89. Occupational injury (non-fatal) frequency rate by other occupational groups, aged 15+, 2009–2018 (%)

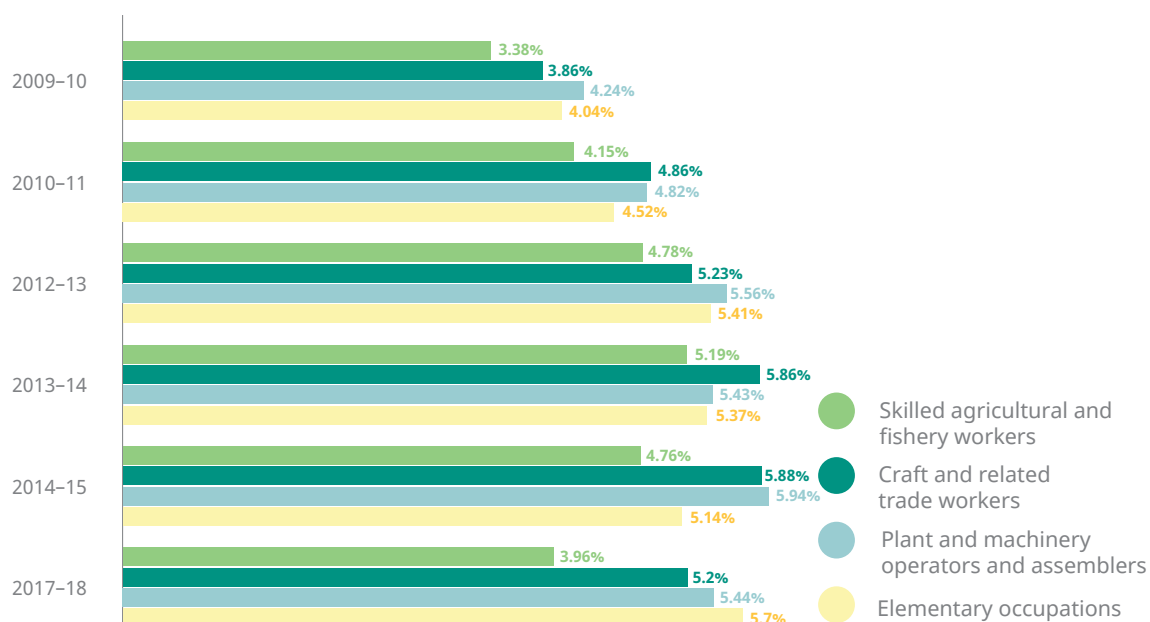


FIGURE 90. Number of labour inspectors in Pakistan, 2009–2018

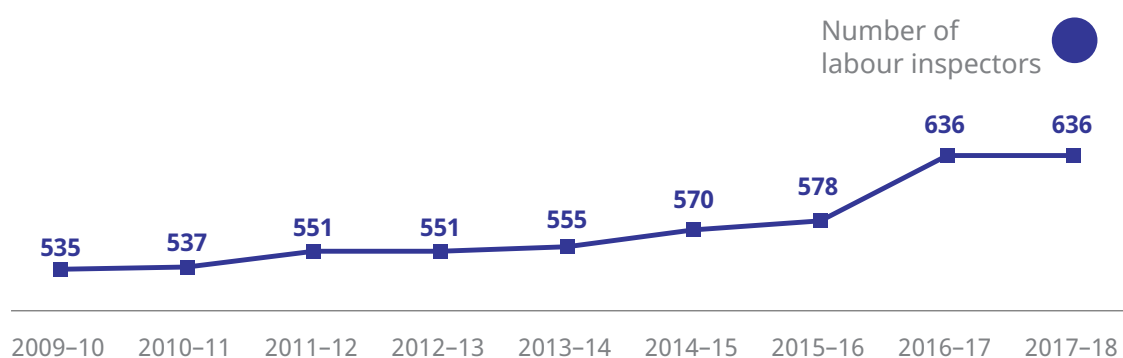
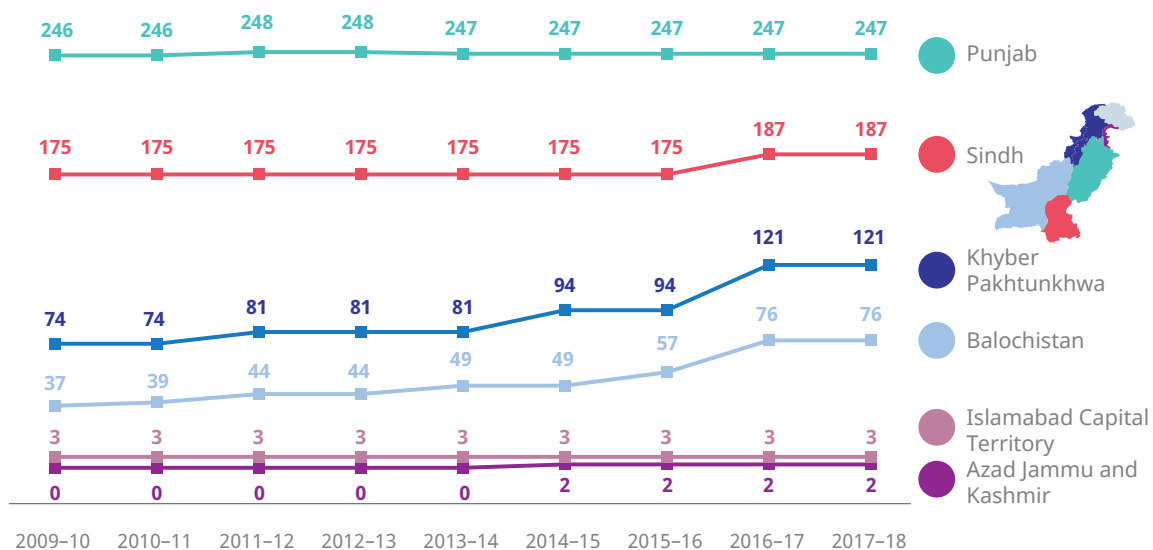


FIGURE 91. Number of labour inspectors by province and region, 2009–2018





► 10 Social security



Social security and social protection are a basic human right and a key dimension of decent work. The ILO's Social Security (Minimum Standards) Convention, 1952 (No. 102) outlines minimum standards for social security. These cover nine major areas: medical care, sickness benefits, unemployment benefits, old age benefits, employment injury benefits, family benefits, maternity benefits, invalidity benefits, and survivors' benefits. In the past decade, Pakistan has enhanced social protection coverage through programmes like the Benazir Income Support Programme (BISP), greater pro-poor budgetary expenditures, and the launch of the *Ehsaas* ('compassion') programme in 2019. To assess progress on social protection, this chapter analyses three indicators: the share of the population above retirement age benefitting from pensions, public social security expenditure as a percentage of GDP, and health expenditure that is not financed out-of-pocket by private households.

Over one-quarter of Pakistan's population above the statutory retirement age of 60 years benefitted from an old-age pension between 2009 and 2018, with this share peaking in 2014-15. There is a clear need to devise mechanisms to cater for the remaining three-quarters of people over the age of 60. Public social security expenditure rose consistently during the decade. Spending on the BISP, the country's largest public cash transfer programme, rose consistently since its launch in 2009. However, the share of social security expenditure measured as a percentage of GDP only rose until 2011-12, when it peaked at 4.5 per cent, before declining between 2013 and 2018, ostensibly due to a higher rate of GDP growth in these years.



One-quarter

of the population
over retirement age
received old age
pensions in 2009-18



42
per cent

of health
expenditure was
not financed out-of-
pocket in 2015–16

Health expenditure that is not financed by households' out-of-pocket spending reveals the percentage of total (public and private) healthcare expenditure in a country, covered either by the Government, pre-paid private insurance, or by private employers. It is the proportion of costs that are not borne out-of-pocket at the point of service delivery. Between 2009 and 2012, the proportion of health expenditure not financed out-of-pocket by households increased from 39 per cent to over 45 per cent. This share dipped in 2013–14 before rising to over 42 per cent in 2015–16.

Among Pakistan's provinces, share of health expenditure not financed out-of-pocket by households was highest in Balochistan, followed by Khyber Pakhtunkhwa and Sindh, and lowest in Punjab (45 per cent). The share was 100 per cent in Gilgit-Baltistan and close to 99 per cent in Islamabad Capital Territory.

The present Government's *Ehsaas* programme encompasses a number of new initiatives, most of which are in the planning phase. These include *Mazdoor ka Ehsaas* ('compassion for workers'), under which a Labour Welfare and Social Protection Expert Group is exploring feasible initiatives for extending social security to informal sector workers. *Ehsaas* platforms for daily wage workers aim to help them find work, while the *Ehsaas* micro-credit scheme for daily wage workers aims to facilitate monthly expenditure.

BOX 16. Legal framework indicator 16: Pensions

Laws, policies and institutions

Legal frameworks that govern pensions in Pakistan include:

- the Employees' Old-Age Benefits Act, 1976;
- the Provincial Employees Social Security Ordinance, 1965;
- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (applicable in Balochistan and Islamabad Capital Territory);
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Punjab through the PESS (Amendment) Act, 2013);
- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (applicable in Punjab as of 2012);
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Sindh by the Provincial Employees' Social Security (Amendment) Act, 2013);
- the Sindh Employees' Old-Age Benefits Act, 2014;
- the Sindh Terms of Employment (Standing Orders) Act 2015;

- the Khyber Pakhtunkhwa Industrial and Commercial Employment (Standing Order) Act, 2013;
- the Azad Jammu and Kashmir Industrial and Commercial Employment (Standing Order) Act, 1975; and
- the Azad Jammu and Kashmir Employees' Old-Age Benefits Act, 2017.

Article 38(c) of the Constitution affirms that the state shall: *"Provide, for all persons employed in the service of Pakistan or otherwise, social security by compulsory social insurance or other means."* To achieve this objective, the Government promulgated the Employees' Old-age Pensions Ordinance in 1972, which directed the provinces to enact laws on old age pensions. However, this ordinance was never implemented. In 1975, a central ordinance was issued, before being superseded by an act of Parliament: the Employees' Old- Age Benefits Act, 1976. This applies to all industrial or commercial enterprises with five or more workers, whether contractual or regular, who are employed or were employed in the past 12 months. A business with less than five employees can register their workers with the Employees Old-Age Benefits Institution (EOBI) on a voluntary basis. Family workers and self-employed persons are excluded the scope of this law. Its implementation is managed by a tripartite corporate Board of Trustees of the Employees' Old-age Benefits Institution, comprising representatives of federal and provincial governments, alongside employers' associations and workers' federations.

Laws on pensions only apply to the private sector. All public sector workers are governed by a special system: the Civil Pension Rules. Special regulations are in place for members of the armed forces, police officers, and the employees of statutory bodies, local authorities and railways. The Government also manages social assistance programmes for the welfare of 'destitute' and needy citizens. Benefits are provided to poor Muslim citizens under the *Zakat* and *Ushr* Ordinance, 1980, in line with *zakat*, a form of alms-giving treated in Islam as a religious obligation a religious. Under the Pakistan Bait-ul Mal Act, 1992 and the Benazir Income Support Programme Ordinance, 2010, assistance is provided to all citizens irrespective of their religion.

In terms of qualifying conditions, an insured person is entitled to receive a monthly old age pension and once they reach a certain age (55 years old for women, and 60 years old for men), and if contributions were paid on their behalf for at least 15 years. This age limit is reduced by five years if the person was engaged in mining for at least 10 years before retirement. Employees who reach this requisite age but were unable to complete the required insurable employment are not eligible for an old age pension. Instead, they are paid an old age grant, if they completed at least two years of insurable employment. This lump sum is equal to one month's wages, at the rate at which contributions were paid during each year of insurable employment.

If an insured person suffers from a long-term illness or disability that causes them to lose at least 67 per cent of their earning capacity, they are entitled to an invalidity pension. Conditions include at least 15 years of contributions, or at least five years of contributions of which at least the immediately preceding three years were in insurable employment.

When an insured person dies, if they were in insurable employment for at least three years before their death, their spouse receives a minimum pension for life. If the deceased had become eligible for an old age or invalidity pension, their survivors will receive that pension.

If a deceased insured person is not survived by spouse, their spouse dies, the pension is divided equally among the insured persons children under the age of 18, until they reach their 18th birthday. The parents of an insured person without a spouse or children are entitled to a survivors' pension for five years. As noted above, the Sindh Employees' Old-Age Benefits Act, 2014 and the Azad Jammu and Kashmir Employees' Old-Age Benefits Act, 2017 have not yet been operationalized.

In cases of disability, social security laws provide that a 'disablement' pension worth 75 per cent of the workers' wage should be paid in all provinces (or 100 per cent in Punjab), if they lose 67 per cent or more of their earning capacity. This pension lasts until a recipient dies or their disability ceases.

In terms of the level and duration of benefits, the formula used to calculate old age, invalidity and survivors' pensions is: 'wages on which contributions were payable' multiplied by the 'number of years of insurable employment', divided by 50. This is equal to 2 per cent of the wages on which contributions were payable, multiplied by the total number of years in employment. If a workers' old age or invalidity pension is less than PKR 5,600 per month, they are paid the minimum pension; if their pension is higher, they receive the higher amount. No duplication of benefits is allowed. Thus, if an employee is eligible for several benefits, they only receive the largest benefit among them.

An invalidity pension is paid as long as 'invalidity' persists. If a worker has received a disability pension for five years, they become entitled to an invalidity pension for life. If a person reaches retirement age while receiving an invalidity pension, this pension ceases and an old-age pension is awarded with new rates. A survivors' pension for an insured worker's surviving spouse is payable for life. As discussed above, if the spouse dies, the person's children are entitled to an equal share of this pension until they reach the age of 18. In the absence of a spouse or children, the person's parents receive a five-year survivors' pension.

With regard to financing, according to Section 9 of the Employees' Old-Age Benefits Act, an employer is required to pay contributions for every person in insurable employment, at a rate of 1 per cent of the minimum wage. In tandem, each employee must pay a contribution, at a rate of 1 per cent of the minimum wage.

Evidence of implementation

Although Pakistan has not ratified ILO Conventions concerning social security or pensions, its legislation covers a number of old age-related contingencies. It is important to distinguish between coverage in law and in practice:

- **Coverage of workers in law:** All formal sector benefits are covered by legal provisions on retirement benefits – including pensions, provident funds, group insurance, gratuities, and welfare funds. The laws that govern public sector workers allow better benefits than those for workers in the private sector.
- **Coverage of workers in practice:** Informal sector workers are not covered by any pension-related law. As registration in the formal sector remains limited, a considerable share of formal workers may not be able to exercise their rights to a pension or related benefits.

Ratification of ILO Conventions

Pakistan has not ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102) or the Old-Age and Survivors' Benefits Convention, 1967 (No 128).

Sources: Employees' Old-age Benefits Institution (EOBI); International Social Security Association (ISSA); ILO General Survey; ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Laws, policies and institutions

Laws relevant to incapacity to work due to sickness include:

- the Mines Act, 1923;
- the Factories Act, 1934;
- the Provincial Employees Social Security Ordinance, 1965;
- the Industrial and Commercial Employment (Standing Order) Ordinance, 1968 (applicable in Balochistan and Islamabad Capital Territory);
- the Shops and Establishments Ordinance 1969 (applicable in Balochistan and Islamabad Capital Territory);
- the Newspaper Employees Act, 1973;
- the Civil Servants Act, 1973;
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Punjab through the PESS (Amendment) Act, 2013);
- the Industrial and Commercial Employment (Standing Order) Ordinance 1968 (2012, applicable to Punjab);
- the Punjab Shops and Establishments Ordinance, 1969 (amended in 2014);
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Sindh with the Provincial Employees' Social Security (Amendment) Act, 2013);
- the Sindh Terms of Employment (Standing Orders) Act, 2015;
- the Sindh Shops and Commercial Establishment Act, 2015;
- the Khyber Pakhtunkhwa Industrial and Commercial Employment (Standing Order) Act, 2013;
- the Khyber Pakhtunkhwa Shops and Establishments Act, 2015;
- the Azad Jammu and Kashmir Civil Servants Act, 1976;
- the Azad Jammu and Kashmir Industrial and Commercial Employment (Standing Order) Act, 1975; and
- the Azad Jammu and Kashmir Shops and Establishments (Amendment) Act, 2017 (Updated).

Pakistan's laws affirm that private and public sector workers have the right to sick leave. Every employee is entitled to 10 days of casual leave with full pay and a further 16 days of sick or medical leave at 50 per cent of their wage rate. Sick leave is granted under the Factories Act, 1934, the Shops and Establishments Ordinance, 1969, the Industrial and Commercial Employment (Standing Orders) Ordinance, 1968, the Mines Act, 1923, and the Newspaper Employees Act, 1973.

Key aspects of the laws that are worth highlighting include:

- **Qualifying conditions:** Casual leave is granted in certain situations, such as sudden illness, while sick leave requires a medical certificate from a medical practitioner.

- **Level and duration of benefits:** Sixteen days of sick leave at half pay are guaranteed by the Factories Act, 1934, the Mines Act, 1923, and the Industrial and Commercial Employment (Standing Orders) Ordinance, 1968. The Shops and Establishments Ordinance, 1969, allows eight days of leave, while the Newspaper Employees Act, 1973, provides at least 1/18th of the time spent on duty, subject to a minimum of 10 days per year. Every insured worker under the Provincial Employees Social Security Ordinance, 1965, is entitled to paid sick leave (certified by a medical practitioner). Chapter 5 of the ordinance provides for various types of benefits, including a sickness benefit (paid sick leave) for 121 days in a calendar year in the case of ordinary ailments, and 365 days in the case of cancer or tuberculosis. Workers receive 75 per cent of their last wage as the sickness benefit for ordinary ailments, or 100 per cent for cancer or tuberculosis (different provisions exist in different provinces). For a work-related injury, a worker has the right to draw benefits equal to 100 per cent of their wages for 180 days, in line with Sections 35 to 39 of the Provincial Employees Social Security Ordinance, 1965.
- **Financing:** By the employer.

Evidence of implementation

Pakistan's labour laws include provisions on sick leave that are broadly in line with the Social Security Convention, although the country has not ratified this Convention. It is important to distinguish between the coverage of workers in law and in practice:

- **Coverage of workers in law:** All workers in establishments covered by the aforementioned laws are entitled to sick leave.
- **Coverage of workers in practice:** Workers in the formal sector are covered by law and in practice.

Ratification of ILO Conventions

Pakistan has not ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102) or the Medical Care and Sickness Benefits Convention, 1969 (No. 130).

Sources: International Social Security Association (ISSA); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

Laws, policies and institutions

Legal frameworks relevant for incapacity to work due to invalidity include:

- the Workers' Compensation Act, 1923;
- the Provincial Employees Social Security Ordinance, 1965;
- the Employees' Old-Age Benefits Act, 1976;
- the Disabled Persons (Employment and Rehabilitation) Ordinance, 1981;
- the Workers' Compensation Act, 1923 (adopted by Punjab through the Workmen's Compensation (Amendment) Act, 2013);
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Punjab through the PESS (Amendment) Act, 2013);
- the Provincial Employees Social Security Ordinance, 1965 (adopted by Sindh through the Provincial Employees' Social Security (Amendment) Act, 2013);
- the Sindh Employees' Old-Age Benefits Act, 2014;
- the Sindh Workers' Compensation Act, 2015;
- the Sindh Empowerment of Persons with Disabilities Act, 2018;
- the Khyber Pakhtunkhwa Workers Compensation Act, 2013;
- the Azad Jammu and Kashmir Workmen's Compensation Act, 1923 (Updated 2006); and
- the Azad Jammu and Kashmir Employees' Old-Age Benefits Act, 2017.

Pakistan's Constitution contains several provisions on labour rights in Part II: Fundamental Rights and Principles of Policy. Article 38 lays guarantees of social and economic well-being, including the equitable adjustment of rights between employers and employees, facilities for work and adequate livelihoods, social security, housing and education, with a view to reducing disparities in income.

The federal Disabled Persons (Employment and Rehabilitation) Ordinance, 1981, as discussed, established a National Council for the Rehabilitation of Disabled Persons, alongside Provincial Councils under relevant federal and provincial ministries. These are primarily responsible for policy formulation to support the employment, rehabilitation and welfare of persons with disabilities. The Federal Government has fixed a special quota to ensure that no less than 2 per cent of employed workers are persons with disabilities.

Sindh and Khyber Pakhtunkhwa have promulgated provincial laws on persons with disabilities; as such the federal law no longer applies in these provinces. Sindh's law ensures equality and non-discrimination, specifying that no establishment, whether public or private, can discriminate against a person on the grounds of disabilities in matters of employment, promotion, career development and enjoying the fruits of their work.

The Government of Sindh has established a special five per cent quota for persons with disabilities in public and private employment. Khyber Pakhtunkhwa has increased its job quota for persons with disabilities and special needs from 2 to 4 per cent.

As noted in box 17, the Workers' Compensation Act, 1923, applies to all private industrial or commercial establishments that employ 10 or more workers, railways, mines and road transport services, among others. Provincial governments have promulgated laws on compensation, such as the Khyber Pakhtunkhwa Workers Compensation Act, 2013 and the Sindh Workers' Compensation Act, 2015.

Moreover, as discussed in box 14, the Provincial Employees Social Security Ordinance, 1965, and its provincial variants apply to workers – whether permanent, daily wage labourers, contract or contractors' employees – of industrial, commercial and other establishments that employ five or more workers, whose wages are up to PKR 10,000 in Balochistan and Khyber Pakhtunkhwa, or PKR 22,000 in Punjab and Sindh. A worker remains an employee as per the ordinance's definition even if their monthly wages are increased to exceed PKR 22,000.

The law does not apply to civil servants, members of the armed forces, the police, railway services, or anyone employed in initiatives by a defence organization, railway administration, or local authority – including local councils, municipal committees, or cantonment boards. It also does not apply to anyone who works for their immediate family (father, mother, wife, son, daughter, or spouse), or to employees whose wages exceed PKR 22,000 per month.

The Employees' Old-age Benefits Act, 1976, provides for an invalidity pension in cases of non-occupational injury or disease. It applies to all establishments that employ five or more persons, either employed directly or through contractors, without any wage limit.

In terms of qualifying conditions, the Workers' Compensation Act, 1923, makes it mandatory for an employer to provide compensation to an employee if a work-related injury causes total or permanent disability. The law provides for certain exceptions. The employer has no liability for injuries if the worker 'wilfully disobeyed' orders or safety rules, or 'wilfully disregarded' a safety guard or other devices provided for workers' safety.

A range of benefits are provided for by the Provincial Social Security Ordinance, as discussed above, including sickness benefits, medical care, injury benefits, disablement pensions and disablement gratuity. In line with its provisions, and those of provincial variants, no employer can dismiss, discharge, reduce or otherwise punish an employee when they are availing themselves of these benefits.

An invalidity pension is granted to an insured under the provisions of the Employees' Old-age Benefits Act, 1976, if they have completed 15 years of insurable employment, or contributions on their behalf were paid in the last five years for at least 36 months before a universal self-assessment scheme was introduced.

They are only eligible if their earning capacity has declined by more than two-thirds of their due to non-occupational injury or disease. If an insured person dies before completing five years of insurable employment, but not less than two years, their spouse is entitled to a death grant equal to one month's wage.

With regard to the level and duration of benefits, The Workers' Compensation Act, 1923, makes it mandatory for an employer to compensate employees for injuries caused by accidents with up to PKR 500,000 (or PKR 400,000 in Punjab), in line with the 'degree of invalidity'. As there is no wage limit, all employees, whatever their income, are covered by the Workers' Compensation Act, 1923.

The Provincial Social Security Ordinance provides for an injury benefit (temporary disability benefit), equal to 60 per cent of a worker's earnings in Khyber Pakhtunkhwa and Balochistan, and 100 per cent in Punjab and Sindh. Benefits are paid for up to 180 days, after a three-day waiting period, although this period is waived in Punjab.

Sickness benefits under the ordinance for tuberculosis and cancer is 100 per cent of a worker's wages in Punjab and Sindh, and 50 per cent in Khyber Pakhtunkhwa and Balochistan, for 365 days. If a person suffers from any other disease, they must be paid 75 per cent of their wage in Sindh and Punjab, and 50 per cent in Khyber Pakhtunkhwa and Balochistan, for 121 days in the calendar year.

The invalidity pension under the Employees' Old-age Benefits Act, 1976, is payable for the entire period during which the invalidity continues. If it continues for five years, it is paid for life. The minimum guaranteed pension is PKR 6,500 per month.¹⁰ An invalidity pension for public sector employees is a lifelong payment calculated on the basis of their length of service and the last salary drawn.

Evidence of implementation

Pakistan's law and practice are in line with several provisions on invalidity in the Social Security Convention, although the country has not ratified the Convention. It is important to distinguish between the coverage of workers in law and in practice:

- **Coverage of workers in law:** Civil servants with disabilities are covered by the

¹⁰ In April 2020, the Federal Government increased the minimum wage to PKR 8,500; however this remained contested at the time of writing.

Civil Servants Act, 1973. The employees of corporations and statutory bodies are covered by their respective service regulations. Other workers engaged in formal sector enterprises are covered by the labour laws described above.

- **Coverage of workers in practice:** Informal workers are not covered by the law. However, they are often covered in practice under various government social safety net schemes.

Ratification of ILO Conventions

Pakistan has not ratified the Social Security (Minimum Standards) Convention, 1952 (No. 102), or the Invalidity, Old-Age and Survivors' Benefits Convention, 1967 (No. 128).

Sources: ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

TABLE 10. Social security

Decent work indicator	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Share of the population above statutory retirement age that benefits from an old age pension									
Pakistan	28.2	28.4		25.2	26.1	28.5			27.9
Public social security expenditure (% of GDP)									
Pakistan	2.9	3.6	4.5	3.3	2.5	2.5	2.5	2.3	1.9
Health expenditure not financed out-of-pocket by private households									
Pakistan	39.4		45.2		39.8		42.4		
Punjab	45.0		45.2		45.3		45.4		
Sindh	76.2		76.0		75.7		75.7		
Khyber Pakhtunkhwa	84.1		84.1		84.3		83.9		
Balochistan	94.9		94.9		94.8		94.7		
Islamabad Capital Territory	-		99.2		99.2		99.2		
Gilgit-Baltistan	-		100.0		100.0		100.0		

Sources: Employees Old-Age Benefits Institution; Controller General of Accounts (CGA); Khyber Pakhtunkhwa Finance Division; Accountant General Balochistan; Pakistan Bureau of Statistics (PBS) National Health Accounts.



11

▶ 11 Social dialogue, and employers' and workers' representation



Social dialogue is a critical pillar of the decent work agenda, and a key feature of productive and sustainable societies. It offers a flexible and effective arrangement for engagement on issues of mutual concern. Its intention is to facilitate consensus through compromise, thereby protecting the interests of all stakeholders. Social dialogue instruments aim to facilitate enhanced industrial relations and, consequently, improved productivity. Effective social dialogue is a means to promote better wages and working conditions as well as peace and social justice. Forums for social dialogue, therefore, provide mechanisms for the Government and social partners to develop partnerships that jointly further their respective interests. As an instrument of good governance, social dialogue strengthens cooperation and economic performance, and creates an enabling environment for the realization of decent work nationwide.

Social dialogue and tripartism covers negotiation, consultation and the exchange of information between and among tripartite constituents, that is, governments, employers and workers. The ILO Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), and the Right to Organize and Collective Bargaining Convention, 1949 (No. 98), lay down the guiding principles for ensuring the right to establish and join groups for the promotion and defence of work-related interests. Pakistan has ratified both Conventions, as well as the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) (see boxes 19, 20 and 21). The right to join an association is also guaranteed under Article 17 of Pakistan's Constitution, which states: *"Every citizen shall have the right to form associations or unions, subject to any reasonable restrictions imposed by law in the interest of sovereignty or integrity of Pakistan, public order or morality"*.

The instrument of social dialogue and tripartism works well only if a country has strong and independent workers' and employers' organizations with the technical capacity, and access to relevant information, to participate in social dialogue. Pakistan has elaborate mechanism for tripartism at the national and provincial levels, supported through an enabling legal and institutional framework.



**1.01
million**

trade union
members in 2018,
up from
0.94 million
in 2010



**Sindh had
the most**

members of
employers'
organizations and
workers covered
by collective
bargaining
agreements

The indicators used to assess this dimension of decent work in Pakistan include: the total number of trade-union members as a proportion of total wage employment; the number of enterprises that belong to an employers' organization; the number of collective bargaining agreements concluded; and person days lost due to strikes and lockouts. Data on these indicators is drawn from the administrative records of provincial Departments of Labour and the Employers' Federation of Pakistan – the country's largest employers' organization. However, the analysis is constrained by the limited and ad hoc availability of administrative data, as well as issues of data quality and poor coverage/scope. In addition, records on trade union membership are limited to formal sector entities which are registered with Provincial Departments of Labour or Mines.

Figures on trade union membership obtained from the administrative records of provincial Labour Departments show that, at the national level, trade union membership increased from 0.94 million to 1.01 million workers between 2010 and 2018. Sindh had the largest number of trade union members, followed by Punjab.

Available data on the number of organizations that belonging to employers' organizations reveals a significant increase during the 2009–2018 period. Their number increased from 2,073 in 2009–10 to 2,259 in 2016–17. This figure stood at 8,478 in 2017–18, including numbers provided by the Employers Federation' of Pakistan. The provincial breakdown of EFP membership indicates that most member organizations (over 70 per cent) were in Sindh. Data from these organizations in Punjab is not available.

Article 17 of the Constitution also recognizes collective bargaining as a fundamental right of Pakistani citizens. Elected collective bargaining agents – essentially a trade union – must have at least one-third of the total number of workers in an establishment (see box 19). There is limited data on the number of employed workers whose pay and conditions are determined by collective bargaining agreements (CBAs). Available evidence reveals that their number increased from 0.16 million in 2009–10 to 0.22 million in 2017–18, excluding Punjab, for which data is not available. The greatest number of such workers were in Sindh (97,397) in 2017–18. In Balochistan, their number nearly tripled from 35,000 in 2009–10 to 97,000 in 2017–18. In Khyber Pakhtunkhwa, their number declined consistently during the decade, falling from 34,260 in 2009–10 to 26,957 in 2017–18.

Data on the number of work stoppages, obtained from the administrative records of provincial Departments of Labour¹¹, reveal that these declined from 61 in 2009–10 to 35 in 2013–14, before rising to a peak of 62 in 2017–18. As a result of these disruptions, the number of person days lost peaked in 2017–18 (6,594 person days) and 2011–12 (4,638 person days).

BOX 19. Legal framework indicator 19: Freedom of association and the right to organize

Laws, policies and institutions

Laws relevant for freedom of association and the right to organize in Pakistan include:

- the Banking Companies Ordinance, 1962;
- the Industrial Relations Act, 2012;
- the Punjab Industrial Relations Act, 2010;
- the Sindh Industrial Relations Act, 2013;
- the Khyber Pakhtunkhwa Industrial Relations Act, 2010;
- the Balochistan Industrial Relations Act, 2010; and
- the Azad Jammu and Kashmir Industrial Relations Act, 2017.

In line with Article 17 of the Constitution – which affirms the fundamental right to exercise the freedom of association and the right to form trade unions – federal and all provincial governments have promulgated laws on industrial relations. According to the provisions of these laws, workers and employers have the right to form unions, to draft their constitutions and programmes, and to organize their administration and activities without previous authorization.

Unions may be formed at the establishment level with some exceptions, including the police, defence forces, installations connected with defence, ordinance factories and security printing presses. Trade unions must apply for registration to the Registrar of Trade Unions. With the authorization of a labour court, the Registrar can, on specified grounds, cancel the registration of a trade union. Employers do not have the right to dismiss or discriminate against trade union members, or to restrict their right to join unions. Trade unions have the right to establish federations and to affiliate with international organizations and confederations.

In establishments that employ women, the trade union must include women in their executive bodies, in the same proportion as women workers in the establishment.

¹¹ Data for the province of Punjab is not available.

No other trade union may be registered if there are already two or more registered trade unions in an establishment, group of establishments or industry with which the trade union is connected, unless its members include at least 20 per cent of the workers employed in the establishment, group of establishments or industry.

Workers are not entitled to be members of more than one union at a time. If they join another union, their earlier union membership is automatically cancelled.

In accordance with the Sindh Home-Based Workers Act, 2018, registered home-based workers are entitled to form trade unions under the Sindh Industrial Relations Act, 2013.

Evidence of implementation

The Committee of Experts on the Application of Conventions and Recommendations observed that, under Section 48 of the Factories Act, adult workers are not allowed to work in a factory on any day that they worked in another factory. However, this does not seem to preclude private and public sector workers from being engaged in more than one job in the same or different occupations. It reiterated that these workers should be allowed to join the corresponding unions as full members. Alternatively, they should at least be permitted to join, at the same time, trade unions at the enterprise, branch and national levels. This is important to safeguard their right to establish and join organizations of their own choosing.

The Committee of Experts requested the Government to ensure that workers can establish organizations of their own choosing, with no distinction based on the minimum membership requirement between the first two or more registered trade unions, and newly created unions. It requested the Government to take necessary measures to ensure that provincial governments amend legislation, while encouraging consultations with the social partners on these measures.

There are two active cases against Pakistan regarding freedom of association: case 3018 by the International Union of Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF) (complaint date: 8 April 2013), and case 3370 by the Pakistan Workers' Federation (complaint date: 1 October 2019).

It is important to distinguish between the coverage of workers in law and in practice:

- **Coverage of workers in law:** Workers who are not granted the right to organize and form trade unions include civil servants, the police, military personnel, security guards, bank employees, workers in managerial and administrative roles, and employees in ordinance factories, security printing presses, security paper mills, and charitable hospitals. Similarly, the law in Punjab does not extend the right

to organize or unionize to the police, the military, and employees in managerial and administrative capacities, in ordinance factories, security printing presses, security paper mills, and charitable hospitals. On these grounds, the Committee of Experts on the Application of Conventions and Recommendations has criticized the limited scope of Pakistan's industrial relations laws. In terms of the right to organize in export processing zones, the Committee of Experts previously noted the Government's statement that the Export Processing Zones (Employment and Service Conditions) Rules, 2009, were finalized in consultation with stakeholders and were due to be submitted to the Cabinet for approval. However, no further information was provided in this respect. It urged the Government to provide detailed information on the progress made in adopting these rules, including a copy of the adopted rules.

- **Coverage of workers in practice:** Formal sector workers have the right to freely form and join trade unions, with the exception of the workers mentioned above. They include registered home-based workers in Sindh, who are entitled to all benefits as formal workers, including unionization under the Sindh Industrial Relations Act, 2013. Despite these provisions, unionized workers represent less than 3 per cent of Pakistan's total workforce.

Ratification of ILO Conventions

Pakistan has ratified the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), and the Right to Organize and Collective Bargaining Convention, 1949 (No. 98).

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) - Pakistan (Ratification: 1951)*, ILC. 108 (2019); Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Right to Organise and Collective Bargaining Convention, 1949 (No. 98) - Pakistan (Ratification: 1952)*, ILC. 108 (2019); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

BOX 20. Legal framework indicator 20: Collective bargaining rights

Laws, policies and institutions

All six laws related to industrial relations in Pakistan provide for adjudicatory and non-adjudicatory authorities. These laws are:

- the Industrial Relations Act, 2012;
- the Punjab Industrial Relations Act, 2010;
- the Sindh Industrial Relations Act, 2010;
- the Khyber Pakhtunkhwa Industrial Relations Act, 2010;
- the Balochistan Industrial Relations Act, 2010; and
- the Azad Jammu and Kashmir Industrial Relations Act, 2017.

Adjudicatory authorities comprise labour courts, Labour Appellate Tribunals, the Industrial Relations Commission and High Courts. Non-adjudicatory authorities include workers' participation committees, conciliators and arbitrators.

If there is more than one trade union registered at an establishment, the collective bargaining agent is determined by a secret ballot held by the Registrar of Trade Unions with jurisdiction in the area where the establishment is located. The collective bargaining agent is designated for two years, if approved by at least one-third of the workers employed in the establishment. The agent is authorized to serve a charter of demand, to negotiate, and to sign or accept settlements with the employer. If negotiations fail, workers may resort to a strike, subject to 14 days' notice. Similarly, the employer may opt for a lockout. If a strike or lockout lasts for more than 30 days, the Government may, by written order, prohibit the strike or lockout.

Evidence of implementation

As noted in box 19, there are two active cases against Pakistan regarding freedom of association: case 3018 by the International Union of Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF) (complaint date: 8 April 2013) and case 3370 by the Pakistan Workers' Federation (1 October 2019). It is important to distinguish between coverage in law and in practice:

- **Coverage of workers in law:** As noted above, Committee of Experts on the Application of Conventions and Recommendations has criticized the limited scope of industrial relations laws as they do not extend the right to organize or form trade unions to many types of formal workers. These include civil servants, the police, the military, security guards, bank employees, workers in managerial and administrative roles, and workers in ordinance factories, security printing presses, security paper mills, and charitable hospitals.

- **Coverage of workers in practice:** In practice, collective bargaining rights are very limited in Pakistan. As unionized workers represent less than 3 per cent of the workforce, even workers in public sector enterprises have little access to collective bargaining on financial matters.

Ratification of ILO Conventions

Pakistan ratified the Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87) on 14 February 1951, and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) on 26 May 1952.

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) - Pakistan (Ratification: 1951)*, ILC. 108 (2019); Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Right to Organise and Collective Bargaining Convention, 1949 (No. 98) - Pakistan (Ratification: 1952)*, ILC. 108 (2019); ILO, "Pakistan: Conditions of Employment – Wages", NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020).

BOX 21. Legal framework indicator 21: Tripartite consultations

Laws, policies and institutions

Pakistan recognizes that tripartism plays a vital role in promoting harmonious relationships in the world of work. Wide-ranging institutional arrangements for tripartism exist at the federal and provincial levels:

- the Pakistan Tripartite Labour Conference (presided over by the Prime Minister of Pakistan);
- the Federal Tripartite Consultative Committee;
- the National Committee on the Rights of the Child;
- the National Steering Committee on Bonded Labour;
- the Governing Body of the Workers' Welfare Fund;
- the Board of Trustees of the Employees' Old-Age Benefits Institution;
- provincial Tripartite Consultative Committees;
- provincial Minimum Wage Boards;
- the Provincial Committee on the Rights of Child;
- governing bodies of the Provincial Social Security Institutions;
- provincial Workers' Welfare Boards;
- provincial Tripartite Advisory Committees under the Apprenticeship Ordinance, 1962;
- provincial Miners' Welfare Boards;

- provincial Boards of Management for Worker’s Children Education;
- the Punjab Occupational Safety and Health (OSH) Council;
- the Punjab Committee on the Elimination of Bonded Labour;
- the Sindh Occupational Safety and Health (OSH) Council;
- the Sindh Labour Standing Committee;
- the Islamabad Capital Territory Minimum Wage Board;
- Vigilance Committees under bonded labour laws; and
- District Scrutiny Committees for the Workers’ Welfare Board.

Evidence of implementation

Article 2 of the Tripartite Consultation (International Labour Standards) Convention specifies that each Member State that has ratified the Convention must put in place procedures that ensure effective consultations on matters set forth in Article 5(1) between representatives of the Government, employers and workers. The nature and form of these procedures are to be determined by each country in line with national practice, following consultations with representative organizations.

The Committee of Experts on the Application of Conventions and Recommendations requested the Government to provide information on how it gives effect to Article 2. It also requested information on the content and outcome of tripartite consultations held on each of the matters related to international labour standards, listed in Article 5(1) of the Convention.

Ratification of ILO Conventions

Pakistan ratified the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) on 25 October 1994.

Sources: Committee of Experts on the Application of Conventions and Recommendations, *Observation (CEACR): Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) - Pakistan (Ratification: 1994)*, ILC. 104 (2015); Committee of Experts on the Application of Conventions and Recommendations, *Direct Request (CEACR): Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) - Pakistan (Ratification: 1994)*, ILC. 108 (2019); ILO, “Pakistan: Conditions of Employment – Wages”, NATLEX database, accessed 9 June 2020; Faraz A. Khan, *Manual of Labour Laws 2018* (Lahore: Omer Law Book House, 2020); Ministry of Overseas Pakistanis and Human Resource Development.

TABLE 11. Social dialogue, and workers' and employers' representation

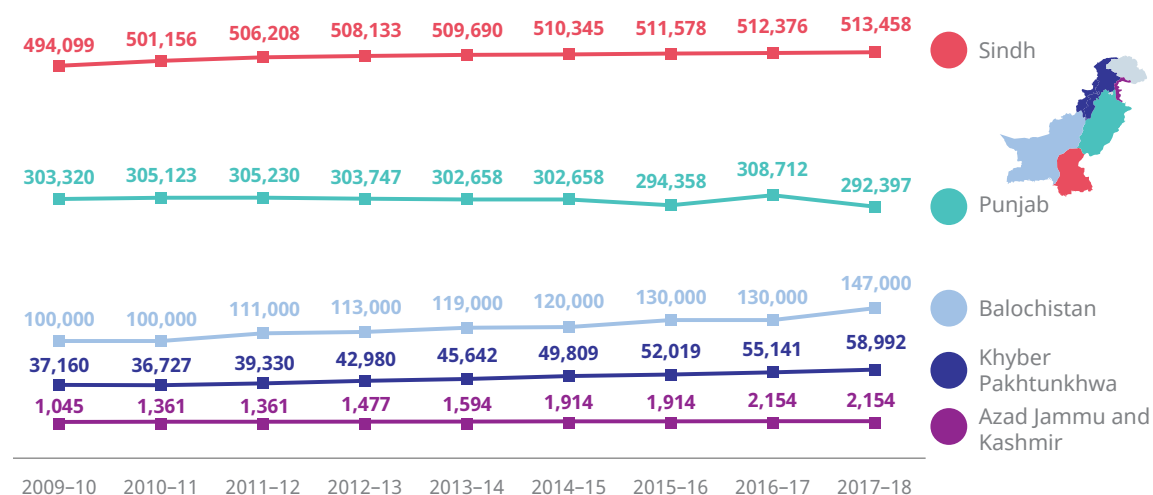
Decent work indicator	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Total employed (millions)									
Pakistan	51.8	53.8	-	56.0	56.5	57.4	-	-	61.7
Punjab	31.2	32.2	-	33.4	34.5	34.6	-	-	7.2
Sindh	12.9	13.4	-	14.0	13.4	13.6	-	-	36.9
Khyber Pakhtunkhwa	5.7	6.0	-	6.1	5.9	6.1	-	-	14.4
Balochistan	2.1	2.2	-	2.5	2.7	3.1	-	-	2.5
Islamabad Capital Territory	-	-	-	-	-	-	-	-	0.7
Paid employed (in millions)									
Pakistan	18.4	19.4	-	21.8	22.1	22.2	-	-	26.2
Punjab	10.9	11.5	-	13.0	13.1	13.1	-	-	14.7
Sindh	4.8	5.0	-	5.7	5.7	5.8	-	-	7.0
Khyber Pakhtunkhwa	2.1	2.4	-	2.4	2.4	2.5	-	-	3.1
Balochistan	0.6	0.6	-	0.7	0.9	0.9	-	-	1.0
Islamabad Capital Territory	-	-	-	-	-	-	-	-	0.4
Total number of trade union members in employment									
Pakistan	935,624	944,367	963,129	969,337	978,584	984,726	989,869	1,008,383	1,014,001
Punjab	303,320	305,123	305,230	303,747	302,658	302,658	294,358	308,712	292,397
Sindh	494,099	501,156	506,208	508,133	509,690	510,345	511,578	512,376	513,458
Khyber Pakhtunkhwa	37,160	36,727	39,330	42,980	45,642	49,809	52,019	55,141	58,992
Balochistan	100,000	100,000	111,000	113,000	119,000	120,000	130,000	130,000	147,000
Azad Jammu and Kashmir	1,045	1,361	1,361	1,477	1,594	1,914	1,914	2,154	2,154
Number of enterprises that belong to an employers' organization or organizations									
Pakistan	2,073	2,131	2,152	2,193	2,194	2,213	2,259	2,259	8,478
Punjab									
Sindh	1,465	1,502	1,514	1,567	1,572	1,569	1,589	1,576	1,581
Khyber Pakhtunkhwa	327	351	361	350	346	370	396	409	412
Balochistan	281	278	277	276	276	274	274	274	274
Total number of enterprises									
Pakistan	294,334	302,256	315,143	370,299	422,110	562,301	505,439	541,570	549,757
Punjab									
Sindh	217,878	229,659	284,160	335,543	475,406	417,199	452,940	460,058	217,878
Khyber Pakhtunkhwa	83,424	84,045	85,150	85,808	86,236	86,566	87,909	88,245	89,366
Balochistan	335	333	332	331	331	329	329	329	329

Decent work indicator	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
Azad Jammu and Kashmir	0	0	2	0	0	0	2	56	4
Number of workers in employment whose pay and conditions are determined by collective agreements									
Pakistan	164,865	169,031	166,450	169,027	172,340	168,875	192,420	202,908	221,394
Punjab									
Sindh	94,899	95,897	96,102	96,403	96,476	96,803	96,932	97,203	97,397
Khyber Pakhtunkhwa	34,260	35,954	33,348	30,624	25,864	21,072	22,488	25,705	26,957
Balochistan	35,000	37,000	37,000	42,000	50,000	51,000	73,000	80,000	97,000
Azad Jammu and Kashmir	706	180	0	0	0	0	0	0	40
Number of collective bargaining agreements (CBAs)									
Pakistan	905	1056	944	865	500	790	680	807	775
Punjab	186	318	195	463	252	411	319	421	488
Sindh	379	388	397	402	248	379	361	386	287
Khyber Pakhtunkhwa	340	350	352	103	105	109	114	117	121
Balochistan									
Number of work stoppages									
Pakistan	61	52	43	55	35	54	54	42	62
Punjab	-	-	-	-	-	-	-	-	-
Sindh	46	36	23	15	12	0	11	6	0
Khyber Pakhtunkhwa	2	1	1	3	4	34	0	3	39
Balochistan	13	15	19	37	19	20	43	33	23
Number of workers involved									
Pakistan	3,177	9,352	8,774	2,481	2,637	491	4,567	4,240	710
Punjab	-	-	-	-	-	-	-	-	-
Sindh	3,168	8,990	7,889	2,371	2,476	0	4,567	4,234	0
Khyber Pakhtunkhwa	9	362	885	110	161	491	0	6	710
Balochistan	-	-	-	-	-	-	-	-	-
Man days lost									
Pakistan	780	3,012	4,619	425	654	3,772	812	860	6,594
Punjab									
Sindh	775	2,012	2,761	304	332	0	712	802	0
Khyber Pakhtunkhwa	5	1,000	1,858	121	322	3,712	0	18	6,570
Balochistan	-	-	-	-	-	-	-	-	-
Azad Jammu and Kashmir	-	-	-	-	-	60	100	40	24

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*; administrative records of provincial and regional departments; and Employers' Federation of Pakistan.

Figures on social dialogue, employers' and workers' representation

FIGURE 92. Trade union members in employment by province and region, 2009–2018 (number)





► Decent work and the Sustainable Development Goals in Pakistan



The 2030 Agenda for Sustainable Development is the most inclusive development agenda the world has ever seen. Its 17 Sustainable Development Goals (SDGs) include several dimensions of decent work as a core strategy to reduce poverty, advance social well-being, boost economic prosperity and safeguard the planet.

The 2030 Agenda recognizes that, in order to achieve sustained, balanced and higher economic growth, it is crucial to invest in human capital – including education, health and training – and in research and development. This will promote a culture of creativity, innovation and inclusivity, enabling common effective solutions to overcome challenges like poverty and unemployment.

Decent work in the SDGs

The decent work dimension of the 2030 Agenda¹² is principally reflected mainly in SDG 8, ‘Promote inclusive and sustainable economic growth, employment and decent work for all’. Aspects of decent work are also spread across other goals, including SDG 1 (‘No Poverty’), SDG 4 (‘Quality Education’), SDG 5 (‘Gender Equality’), SDG 9 (‘Industry, Innovation and Infrastructure’), SDG 10 (‘Reduced Inequalities’), SDG 14 (‘Life Below Water’), and SDG 16 (‘Peace, Justice and Strong Institutions’).

Under SDG 8, the International Labour Organization is the sole custodian of nine indicators, and joint custodian with UNICEF on one indicator. Monitoring and reporting on the SDGs requires Member States to update or put in place comprehensive measurements of all elements of decent work – preferably through a Labour Market Information System (LMIS).



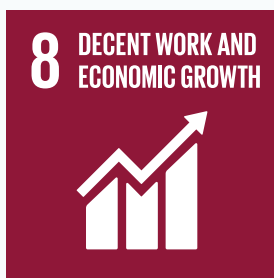
Goal 1. End poverty in all its forms everywhere

Indicator 1.3: Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable, measured through indicator 1.3.1 (Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable).



Goal 5. Achieve gender equality and empower all women and girls

Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life; measured by indicator 5.5.2 (Proportion of women in managerial positions).



Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Target 8.2: Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors; measured through indicator 8.2.1 (Annual growth rate of real GDP per employed person).

Target 8.3: Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro, small and medium sized enterprises, including through access to financial services; measured through indicator 8.3.1 (Proportion of informal employment in non-agriculture employment, by sex).

Target 8.5: By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value, measured through 8.5.1 (Average hourly earnings of female and male employees, by occupation, age and persons with disabilities).

Target 8.5.2: Unemployment rate, by sex, age and persons with disabilities, measured through indicator 8.6 (By 2030, substantially reduce the proportion of youth not in employment, education or training) and indicator 8.6.1 (Proportion of youth aged 15-24 years not in education, employment or training).

Target 8.7: Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms; measured through the indicator 8.7.1 (Proportion and number of children aged 5-17 years engaged in child labour, by sex and age).

Target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment measured through indicator 8.8.1 (Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status) and indicator 8.8.2 (Increase in national compliance of labour rights, freedom of association and collective bargaining, based on ILO textual sources and national legislation, by sex and migrant status).

Target 8.b: By 2020, develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the ILO, measured through indicator 8.b.1 (Total government spending on social protection and employment programmes as a proportion of the national budgets and GDP).



Goal 10. Reduce inequality within and among countries

Target 10.4: Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality measured through indicator 10.4.1 (Labour share of GDP, comprising wages and social protection transfers).

Target 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies measured through indicator 10.7.1 (Recruitment cost borne by employee as a proportion of yearly income earned in country of destination).

SDG targets on decent work call for decent job creation with the appropriate protection of labour rights, financial inclusion and efficient resource allocations. Important concerns in achieving these decent work goals include creating enough jobs for the growing population of young people by boosting economic growth, and expanding the coverage and improving the quality of education and skills development. Other key concerns are reducing the number of the working poor, addressing the huge problem of informality in employment, and creating a conducive environment for women to reach their full potential in the world of work to benefit society and the economy. These concerns are especially relevant for Pakistan.

If effectively pursued, the decent work agenda, would help to end poverty (SDG 1) by establishing effective social protection systems (target 1.3), eliminate hunger (SDG 2) by doubling agricultural productivity and the income of small-scale producers, and advance gender equality (SDG 5) by spearheading the recognition of unpaid care and domestic work. It would contribute to reducing inequalities (SDG 10) by promoting safe and responsible migration, and advance peace and justice (SDG 16) by protecting fundamental rights to freedom.

To accelerate progress on decent work in Pakistan, there is a need for substantial progress on quality education (SDG 4), especially on technical and vocational skills to enhance labour productivity. Promoting inclusive and sustainable industrialization (SDG 9) is important to increase the share of workers in industry, its GDP share, and decent work conditions.

SDGs and decent work in Pakistan

In February 2016, Pakistan became the first country in the world to adopt the Sustainable Development Goals as its own national development agenda through a unanimous parliamentary resolution. Since then, it has been mainstreaming the SDGs in policies, plans and strategies. Pakistan's long-term development agenda, provincial development strategies and medium-term plans are now aligned with the SDGs.

A National SDGs Framework was approved by the National Economic Council in March 2018, the highest forum for economic planning chaired by the Prime Minister. The framework prioritizes the SDGs based on three categories. Category 1 contains goals that require immediate attention to achieve the maximum short-term impact with minimum effort. It includes SDG 8, especially its focus on promoting decent work and creating employment.

The Federal Government is engaging with the provinces to establish the baseline values of indicators on which data is available, and to set targets against indicator. Based on initial consultations, Pakistan's SDGs Monitoring and Evaluation Framework is being developed. Provincial governments and district governments are collaborating to map district level baselines and targets for specific indicators. Based on the outcomes of provincial consultations, the national framework, with tentative baselines and targets, will be revised. The provinces are also developing milestones and key performance indicators for achieving the goals.

A national SDG Dashboard is being created to provide a snapshot of progress on goals, targets and indicators nationwide. The box and table below list baselines, progress (where available) and interim targets on decent work-related SDGs in Pakistan, including a provincial breakdown. To date, progress on some indicators has been reported, based on Labour Force Survey data.



Goal 1. End poverty in all its forms everywhere

Target 1.3.1: Increase the proportion of the population covered by social protection from 29.9 per cent in 2014–15 to 50 per cent by 2030. Sex-disaggregated data is not available, nor is data disaggregated to distinguish children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, victims of work-related injuries victims, the poor, and the vulnerable. According estimates, 32 per cent of vulnerable persons in Pakistan were covered by social protection in 2017–18.



Goal 5. Achieve gender equality and empower all women and girls

Target 5.5.2: Increase the proportion of women in managerial positions from 4.2 per cent (2017–18) by 15 per cent of the present value.



Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Target 8.2.1: Increase annual growth rate of real GDP per employed person from 1.9 per cent (2014–15) to 3.0 per cent. This value stood at 1.8 per cent in 2017–18.

Target 8.3.1: Reduce non-agriculture informal sector employment from 72.6 per cent (72.5 per cent among men, and 73.5 per cent among women in 2014–15) to 66 per cent by 2030. This value was 72 per cent overall (72 per cent among men and 71.8 among women) in 2017–18.

Target 8.5.1: Baselines and targets have yet to be set on this indicator on the average hourly earnings of employees (disaggregated by gender).

Target 8.5.2: Reduce the unemployment rate from 5.9 per cent (5 per cent among men and 9 per cent among women) in 2014–15 to 4.0 per cent overall (3.5 per cent among men and 4.0 per cent among women). The overall unemployment rate fell slightly to 5.8 per cent in 2017–18 (5.1 per cent for men and 8.3 per cent for women).

Target 8.6.1: Reduce the proportion of youth (between the ages of 15 and 24) who are not in education, employment or training by 25 per cent, from a baseline of 30.4 per cent overall (7.4 per cent among young men, and 53.6 per cent among young women) in 2014–15. The youth NEET rate was 31 per cent in 2017–18 (7.6 per cent for young men and 54.9 per cent for young women).

Target 8.7.1: Reduce the proportion and number of children, aged 10 to 14, who are engaged in child labour by 25 per cent by 2020. In 2014–15, the child labour rate was estimated at 8.6 per cent (9.9 per cent for boys and 7.3 per cent for girls) in 2014–15. In 2017–18, the value of this indicator was 7.5 per cent overall (8.6 per cent for boys and 6.2 per cent for girls).

Target 8.8.1: Reduce the frequency rates of fatal and non-fatal occupational injuries by 25 per cent, disaggregating data by sex and migrant status. The incidence of non-fatal injury in 2014–15 was estimated at 4.0 per cent (4.8 per cent among men and 1.7 per cent among women) using Labour Force Survey data. In 2017–18, the non-fatal injury rate was estimated at 3.7 per cent overall (4.4 per cent for men and 1.5 per cent for women). As the Labour Force Survey does not gather information on fatal injuries, there is a need to systematically gather administrative data to report progress on reducing the incidence of work related fatalities.

Target 8.8.2: Increase national compliance with labour rights (freedom of association and collective bargaining), based on ILO textual sources and national legislation, by sex and migrant status.

Target 8.b.1: Develop and operationalize a national strategy on youth employment, as a distinct strategy or as part of a national employment strategy



Goal 10. Reduce inequality within and among countries

Target 10.4.1: Baselines and targets have yet to be set for this indicator on the labour share of GDP, comprising wages and social protection transfers.

Target 10.7.1: Baselines and targets have yet to be set for this indicator on the recruitment costs borne by employee as a proportion of their annual income earned in a destination country.

Pakistan has a long journey ahead to achieve inclusive and decent work for all. Several challenges may affect progress on the SDGs. Limited awareness at the grassroots level is a key hurdle to implementing programme and projects aimed at achieving the SDGs agenda, as is the lack of capacity of key stakeholders, particularly local communities. To reduce the costs of production, cooperation with developed countries is important for driving forward technology transfer for the production of low-cost materials, alongside collaborative research. Similarly, collaboration with the private sector and development partners is vital, alongside engaging with local communities to raise awareness, build capacities, and pilot innovative initiatives.

The SDGs are helpful in understanding the challenges that affect inclusive and sustained economic growth. There is a need to enhance productivity in all sectors, especially agriculture and industry, to increase workers' earnings. Gender disparities, poverty, and low level of education and skills are key challenges that must be addressed to make tangible progress on the SDGs' decent work-related targets. Addressing these challenges is vital to overcome constraints to sustainable growth.

Efforts to achieve SDGs have to be multidimensional. Devising appropriate policies and enacting legislation are the basic building blocks of these efforts. The implementation of laws, policies and programmes are the cornerstones of progress, especially those related to child labour and women's engagement in productive work. Proactive policies aimed at creating decent, well-paid employment for all workers is essential for enhancing labour productivity and stimulating growth. To stimulate and sustain high growth, boosting the current low levels of women's labour force participation and productivity must be priorities. Increasing investments, improving the business environment, and making progress on fiscal stability will also be crucial to achieving the SDGs.



Multi dimensional

efforts are needed
to achieve the
SDGs in Pakistan



Overcoming gender disparities and skills gaps

will be key to
achieving
the SDGs



Enhancing cooperation and productivity

are also vital

TABLE 12. SDG goals, targets and indicators related to decent work in Pakistan by province and region, 2014–2018

National			Punjab			Sindh			Khyber Pakhtunkhwa			Balochistan			Azad Jammu and Kashmir			Gilgit-Baltistan		
Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18
Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all																				
8.2.1 Annual growth rate of real GDP per employed person																				
1.9	3.0	1.8																		
8.3.1 Proportion of informal employment in non-agriculture employment, by sex (%)																				
Total	66.0	Total	Total	65	Total	Total	55	Total	Total	70	Total	Total	60	Total	70.3					
72.6		71.9	74.4		74.3	66.4		65.3	77.5		77.7	70.7		66.9						
Men		Men	Men		Men	Men		Men	Men		Men	Men		Men						
72.5		72.0	74.3		74.0	66.5		65.5	79.1		79.1	67.5		67.3						
Wom-		Wom-	Wom-		Wom-	Wom-		Wom-	Wom-		Wom-	Wom-		Wom-						
en		en	en		en	en		en	en		en	en		en						
73.5		71.8	75.2		75.7	65.0		62.6	58.4		59.9	89.4		57.4						
8.5.1 Average hourly earnings of female and male employees (PKR per hour)																				
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
8.5.2 Unemployment rate, by sex (%)																				
Total	4.0	Total	Total		Total	Total		Total	Total		Total	Total	Total	Total	11.2			8.4		
5.9		5.8	6.3		6.0	4.7		4.9	7.7		7.2	3.9	2.0	4.1						
Men		Men	Men		Men	Men		Men	Men		Men	Men	Half of	Men						
5.0		5.1	5.7		Men	3.6		3.9	5.8		6.8	2.8	present	2.8						
Wom-		Wom-	Wom-		5.4	Wom-		Wom-	Wom-		Wom-	Wom-	values	Wom-						
en		en	en		Wom-	en		en	en		en	en	by gen-	en						
9.0		8.3	7.8		en 7.5	10.9		11.4	15.8		9.0	8.5	der	17.0						
8.6.1 Proportion of youth (aged 15-24 years) not in education, employment or training, by sex (%)																				
Total	Re-	Total	Total		Total	Total	Total	Total	Total		Total	Total	Reduce	Total						
30.4	duce	31.0	28.8		27.9	29.6	14.7	31.7	40.0		40.2	24.4	to less	33.4						
Men	by	Men	Men		Men	Men	Men	Men	Men		Men	Men	than 10	Men						
7.4	25%	7.6	9.1		8.5	5.0	1.7	5.5	7.2		8.1	2.8	percent	6.3						
Wom-		Wom-	Wom-		Wom-	Wom-	Wom-	Wom-	Wom-		Wom-	Wom-		Wom-						
en		en	en		en	en	en	en	en		en	en		en						
53.6		54.9	47.2		46.1	58.7	13.1	64.2	71.4		70.4	54.5		72.1						
8.7.1 Proportion of children aged 10-14 years engaged in child labour, by sex (%)																				
Total	Re-	Total	Total	Re-	Total	Total	Re-	Total	Total	Re-	Total	Total	Reduce	Total	0.3			Total		
8.6	duce	7.5	9.9	duce	9.2	8.3	duce	7.0	4.7	duce	4.4	9.3	by 25%	4.0			44.9			
Male	by	Men	Men	25%	Men	Men	by	Men	Men	25%	Men	Men		Men			Men			
9.9	25%	8.6	9.8		9.0	12.0	25%	10.2	6.8		6.1	8.9		5.9			45.6			
Wom-		Wom-	Wom-		Wom-	Wom-		Wom-	Wom-		Wom-	Wom-		Wom-			Wom-			
en		en	en		en 9.3	en		en	en		en	en		en 1.3			en			
7.3		6.2	9.9			4.2		3.0	2.1		2.5	10.0					44.3			
8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex (%)¹³																				
Total	3.0	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Reduce	Total						
4.0		3.7	4.9	3.3	3.9	3.6	3.2	4.3	3.9	2.7	3.7	1.3	by 25%	1.3						
Male		Men	Men	Men	Men	Men	Men	Men	Men	Men	Men	Men		Men						
4.70		4.4	5.2	3.9	4.9	4.4	3.2	4.4	4.9	3.0	4.4	1.2		1.3						
Wom-		Wom-	Wom-	Wom-	Wom-	Wom-	Wom-	Wom-	Wom-	Wom-	Wom-	Wom-		Wom-						
en		en	en	en 0.7	en 1.3	en	en 2.5	en	en	en 0	en	en 2.1		en						
1.7		1.5	3.0			0.1		3.4	1.6		1.5			0.50						

¹³ The frequency rate of non-fatal injuries, as reported in the Labour Force Survey, is used as a proxy for this indicator.

National			Punjab			Sindh			Khyber Pakhtunkhwa			Balochistan			Azad Jammu and Kashmir			Gilgit-Baltistan		
Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18	Baseline 2014–15	Target 2030	Status in 2017–18
8.8.2 Level of national compliance with labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status																				
To be re-ported by ILO	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
8.b.1 Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy																				
To be re-ported by ILO	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Goal 1: No Poverty																				
1.3.1 Proportion of population covered by social protection system, by sex																				
29.60	50.00	32.0																		
Goal 5: Gender Equality																				
5.5.2 Proportion of women in managerial positions (%)																				
4.0	15	4.2	4.5	18	4.1	2.2	10	3.6	10.2		4.0	0.0	2	0.9						
Goal 10: Reduced Inequality																				
10.4.1 Labour share of GDP, comprising wages and social protection transfers																				
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
10.7.1 Recruitment cost borne by employee as a proportion of yearly income earned in country of destination																				
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Figures on the SDGs and decent work in Pakistan

FIGURE 93. Annual real GDP growth rate per employed person, 2014–2030 (%)

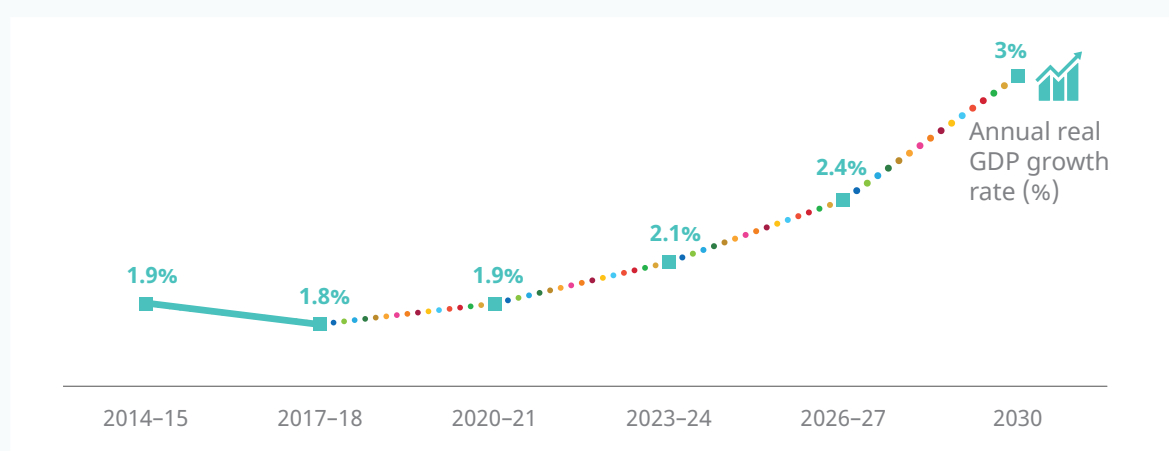


FIGURE 94. Proportion of informal employment in non-agricultural employment, 2014–2030 (%)

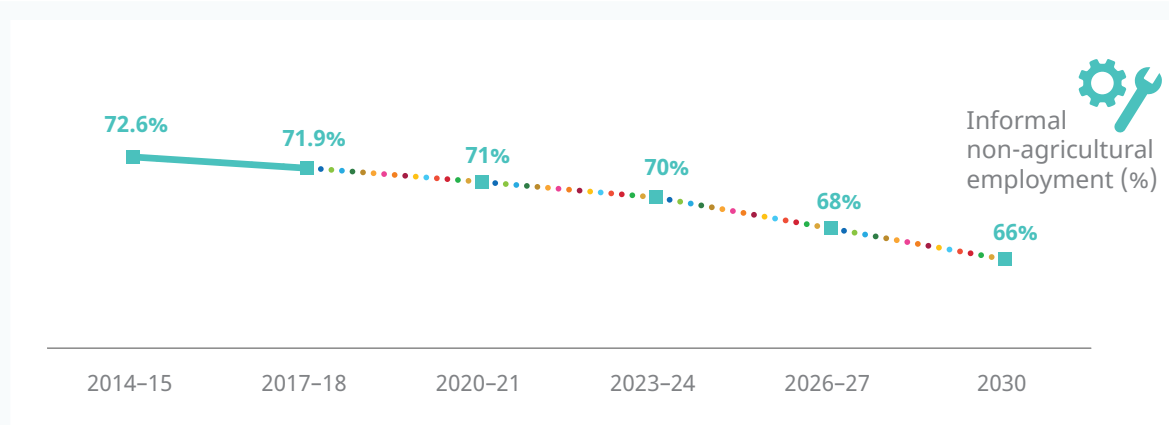


FIGURE 95. Unemployment rate by sex, 2014–2030 (%)

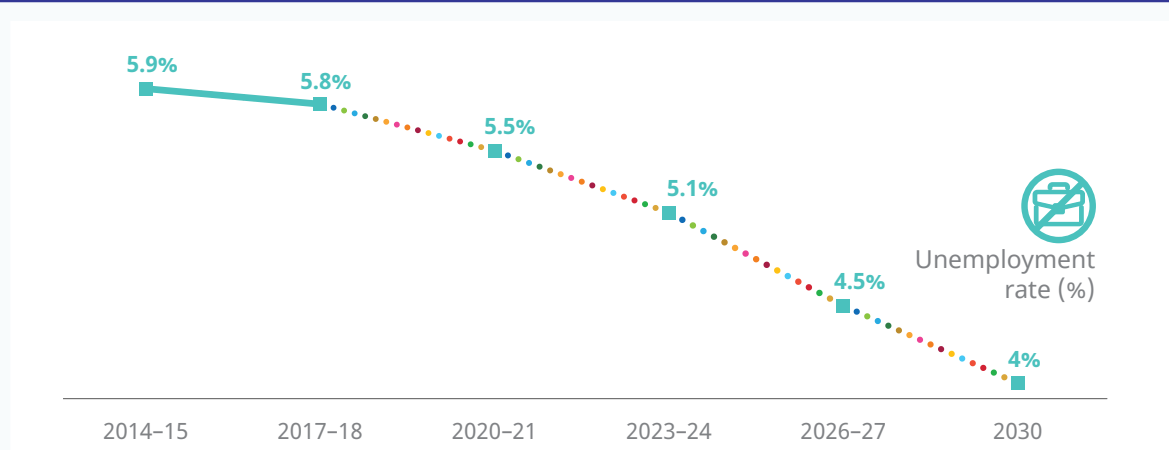


FIGURE 96. Proportion of youths (aged 15–24) not in education, employment or training, 2014–2030 (%)

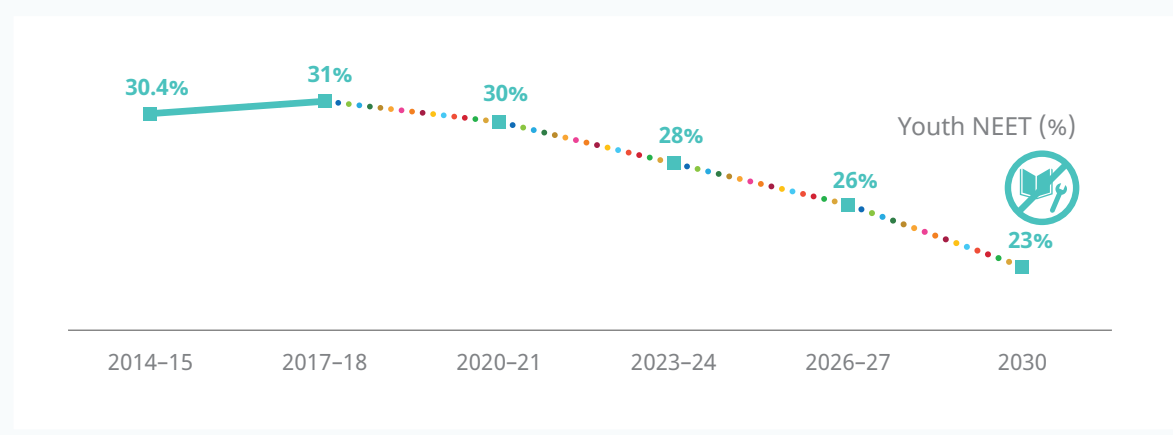


FIGURE 97. Child labour, 2014–2030 (%)

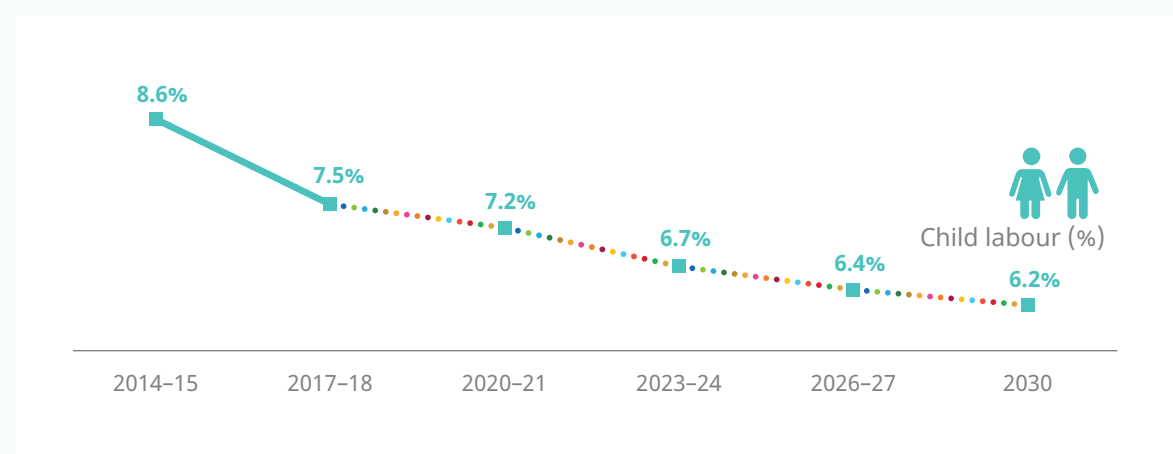


FIGURE 98. Frequency rates of non-fatal occupational injuries, 2014–2030 (%)

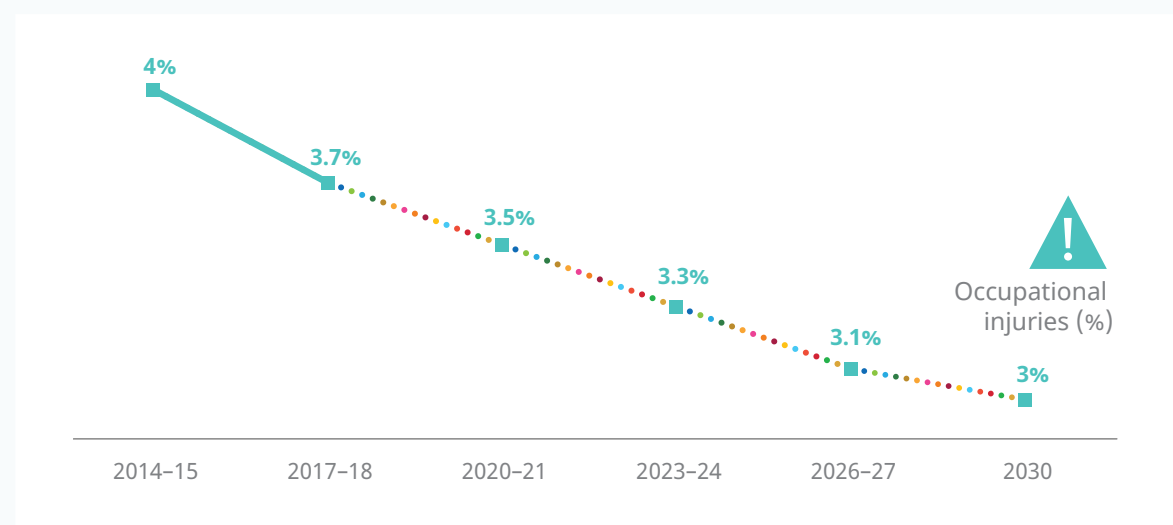


FIGURE 99. Proportion of the population covered by social protection systems, 2014–2030 (%)

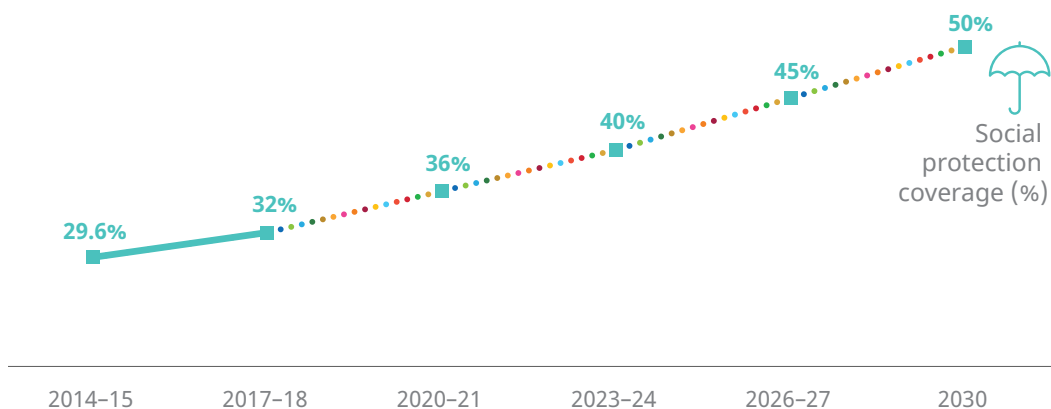
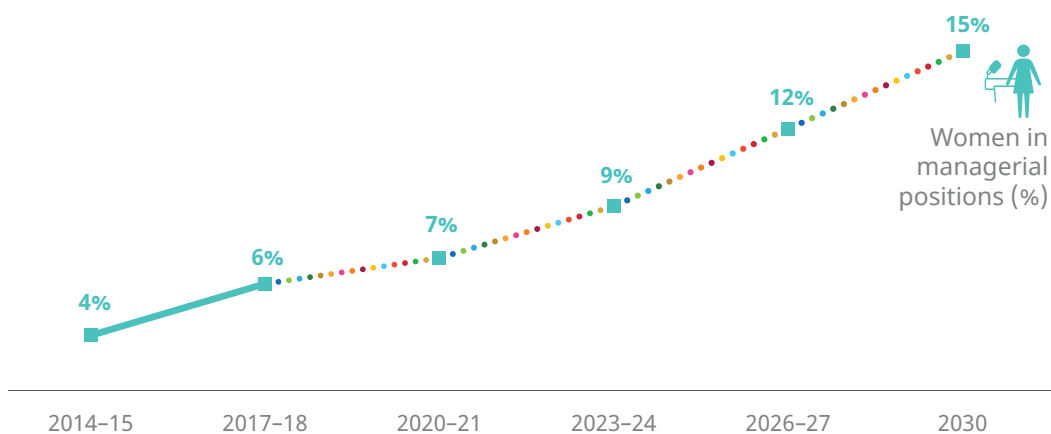


FIGURE 100. Proportion of women in management positions, 2014–2030 (%)





ANNEX TABLE 1. Economic and social context for decent work

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Children not in school, aged 5-17 (%)						
Punjab						
Men	25.52	24.64	23.90	23.70	22.40	19.78
Women	33.66	32.41	30.56	30.57	28.60	25.55
Urban	20.80	20.72	17.43	16.83	16.38	14.46
Rural	33.22	31.71	31.42	31.73	29.63	26.94
Sindh						
Men	34.89	32.42	30.80	33.65	28.85	29.60
Women	46.78	45.81	42.81	46.26	39.91	43.76
Urban	21.15	19.65	20.08	22.56	16.94	18.41
Rural	55.28	53.09	48.98	53.20	48.39	49.32
Khyber Pakhtunkhwa						
Men	20.87	18.92	19.75	16.14	15.55	17.13
Women	44.18	42.92	42.44	39.56	40.73	37.25
Urban	24.32	20.72	20.67	19.03	18.63	19.17
Rural	33.16	31.89	32.03	28.39	28.79	28.01
Balochistan						
Men	27.19	28.14	31.47	25.48	19.76	25.63
Women	52.22	51.48	61.23	50.89	41.47	45.73
Urban	21.24	24.38	24.94	25.59	20.79	22.33
Rural	43.69	42.70	50.94	39.69	32.13	38.81
Islamabad Capital Territory						
Men						10.75
Women						12.79
Urban						14.93
Rural						7.78
Adult literacy rate, aged 15+						
Punjab						
Men	66.59	66.27	67.65	68.38	68.11	69.57
Women	45.33	45.83	48.37	49.15	49.79	53.28
Urban	71.39	70.52	73.36	73.50	73.70	75.33
Rural	47.98	48.44	49.83	50.27	50.71	52.38

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Sindh						
Men	68.77	70.30	71.27	71.74	72.00	71.16
Women	40.33	41.84	43.11	44.92	46.22	46.83
Urban	72.48	74.84	75.28	75.77	77.50	76.66
Rural	37.26	37.26	39.88	40.49	39.81	39.51
Khyber Pakhtunkhwa						
Men	65.68	67.45	68.66	67.65	68.99	69.91
Women	25.93	28.51	30.97	29.29	31.29	33.02
Urban	59.01	62.40	63.43	63.02	63.31	64.16
Rural	41.93	43.64	45.83	43.55	45.77	47.16
Balochistan						
Men	62.67	61.78	64.28	64.53	65.21	68.00
Women	20.22	15.26	18.85	20.43	23.84	25.11
Urban	62.28	57.14	61.24	60.37	59.78	61.82
Rural	37.39	34.73	37.26	38.55	40.78	43.47
Islamabad Capital Territory						
Men						89.81
Women						73.54
Urban						79.10
Rural						86.51
Employment by branch of economic activity, aged 15+						
Agriculture						
Punjab						
Men	34.52	33.99	32.43	33.41	32.75	29.50
Women	72.85	73.49	74.59	72.22	72.08	66.72
Urban	6.35	7.58	6.31	6.01	5.42	5.56
Rural	59.63	59.04	58.46	60.00	59.12	56.13
Sindh						
Men	35.67	36.86	34.12	33.66	31.78	31.87
Women	78.17	77.82	76.92	73.22	74.82	64.07
Urban	3.74	3.11	5.12	4.72	4.04	5.64
Rural	71.35	73.52	68.73	67.81	65.47	63.98
Khyber Pakhtunkhwa						
Men	32.46	28.88	27.35	27.51	25.11	24.82
Women	72.91	71.95	75.91	77.12	72.49	67.86
Urban	8.39	5.70	4.77	6.22	3.93	6.97
Rural	45.69	42.75	42.36	43.05	40.04	37.24

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Balochistan						
Men	47.16	50.26	48.80	40.98	39.66	36.98
Women	84.16	83.08	65.17	78.77	52.82	63.55
Urban	12.48	14.05	10.66	8.20	10.97	14.40
Rural	61.14	64.27	61.81	56.23	51.29	47.21
Islamabad Capital Territory						
Men						5.91
Women						26.31
Urban						5.21
Rural						13.62
Industry						
Punjab						
Men	26.17	26.58	28.25	27.00	27.81	28.96
Women	12.79	12.82	11.47	13.97	14.32	17.11
Urban	32.34	33.99	35.32	34.23	36.05	35.45
Rural	18.88	18.56	19.23	18.89	19.23	21.03
Sindh						
Men	21.66	21.56	24.46	25.05	26.33	24.47
Women	6.53	5.43	9.85	11.24	11.62	16.36
Urban	33.43	32.98	36.05	35.15	37.24	33.18
Rural	8.63	8.55	11.32	13.12	13.63	14.43
Khyber Pakhtunkhwa						
Men	23.96	27.11	25.81	26.29	27.89	29.57
Women	12.06	13.33	8.77	9.65	11.20	14.01
Urban	26.14	28.03	24.77	22.46	28.95	27.02
Rural	21.05	23.99	22.41	26.64	24.04	27.44
Balochistan						
Men	12.08	11.90	13.02	15.31	15.88	18.12
Women	6.30	9.12	26.80	8.66	40.18	14.44
Urban	20.32	19.92	22.68	21.36	22.69	21.61
Rural	9.14	9.28	11.94	12.53	19.06	16.58
Islamabad Capital Territory						
Men						22.34
Women						9.60
Urban						17.57
Rural						24.24

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Services						
Punjab						
Men	39.31	39.44	39.32	39.59	39.43	41.53
Women	14.37	13.69	13.93	13.81	13.60	16.17
Urban	61.31	58.43	58.37	59.76	58.53	58.98
Rural	21.49	22.40	22.31	21.11	21.65	22.84
Sindh						
Men	42.68	41.58	41.41	41.30	41.89	43.66
Women	15.30	16.76	13.23	15.54	13.56	19.56
Urban	62.83	63.92	58.83	60.13	58.72	61.18
Rural	20.02	17.94	19.95	19.06	20.89	21.59
Khyber Pakhtunkhwa						
Men	43.57	44.01	46.84	46.20	46.99	45.60
Women	15.03	14.72	15.32	13.23	16.31	18.13
Urban	65.48	66.27	70.46	67.23	67.12	65.95
Rural	33.26	33.26	35.23	34.30	35.93	35.74
Balochistan						
Men	40.76	37.84	38.19	43.71	44.46	44.90
Women	9.54	7.80	8.03	12.57	7.00	22.01
Urban	67.20	66.02	66.67	70.44	66.33	63.99
Rural	29.72	26.45	26.25	31.24	29.64	36.21
Islamabad Capital Territory						
Men						71.75
Women						64.09
Urban						77.21
Rural						62.14
Share of women in total employment, aged 15+						
Punjab						
Urban						
Agriculture	29.78	36.06	45.66	29.09	28.33	26.20
Industry	13.47	13.13	12.46	14.19	14.79	15.20
Services	11.72	11.56	11.69	12.98	12.43	13.68
Rural						
Agriculture	42.51	43.77	44.87	46.25	46.28	46.69
Industry	14.96	15.68	12.67	18.57	17.65	20.39
Services	10.47	10.33	10.58	10.64	10.75	11.42

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Sindh						
Urban						
Agriculture	18.83	23.88	53.84	14.25	14.74	17.49
Industry	4.29	4.20	4.94	5.73	5.80	7.12
Services	6.64	8.32	6.56	6.98	5.57	6.87
Rural						
Agriculture	26.72	27.74	27.69	27.50	27.37	22.21
Industry	5.95	4.79	11.60	9.85	7.80	11.50
Services	2.85	2.65	3.05	3.28	2.95	3.20
Khyber Pakhtunkhwa						
Urban						
Agriculture	23.57	18.55	20.07	20.10	20.29	30.57
Industry	6.25	8.46	5.32	5.46	8.85	7.21
Services	8.41	8.53	8.68	8.26	9.09	9.12
Rural						
Agriculture	32.39	35.38	37.60	38.16	38.89	34.27
Industry	10.39	9.85	7.10	7.80	7.78	8.47
Services	6.11	6.00	5.63	4.71	6.15	6.13
Balochistan						
Urban						
Agriculture	24.21	17.52	9.19	15.77	9.86	9.29
Industry	3.83	3.59	8.27	2.69	17.49	4.45
Services	4.78	3.42	3.73	4.08	4.46	6.16
Rural						
Agriculture	16.04	12.80	12.58	14.85	21.66	12.77
Industry	6.41	8.34	23.24	6.16	39.30	6.94
Services	1.15	0.70	1.05	1.39	2.06	2.57
Islamabad Capital Territory						
Urban						
Agriculture						39.01
Industry						6.58
Services						13.34
Rural						
Agriculture						45.21
Industry						7.06
Services						13.05

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009–10, 2010–11, 2012–13, 2013–14, 2014–15, 2017–18, 2010–2018*.

ANNEX TABLE 2. Unemployed persons by level of education, aged 15+

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Punjab						
Less than one year of education						
Both genders	38.89	34.63	31.42	31.70	21.94	22.65
Men	29.53	25.41	25.07	24.63	20.87	21.38
Women	53.42	48.82	42.30	42.54	23.74	24.82
Urban	29.48	25.53	21.29	20.18	15.10	19.32
Rural	45.76	41.09	38.33	39.77	26.31	24.88
Pre-primary education						
Both genders	4.00	3.96	3.72	3.06	3.04	3.78
Men	5.36	5.85	4.98	3.96	4.26	5.20
Women	1.87	1.06	1.56	1.68	0.98	1.35
Urban	2.52	3.53	2.81	2.89	3.15	3.02
Rural	5.07	4.27	4.34	3.18	2.97	4.29
Primary but below middle						
Both genders	16.83	16.13	15.63	18.42	11.49	10.92
Men	19.43	18.46	18.07	21.57	14.31	13.65
Women	12.80	12.55	11.43	13.58	6.71	6.25
Urban	18.16	15.36	16.73	17.30	10.66	11.20
Rural	15.86	16.68	14.88	19.20	12.03	10.74
Middle but below matric						
Both genders	13.25	13.66	16.13	15.05	14.09	12.67
Men	17.54	17.43	18.82	19.12	18.31	17.99
Women	6.57	7.85	11.51	8.80	6.92	3.56
Urban	16.17	15.26	17.93	16.45	15.22	11.68
Rural	11.11	12.52	14.89	14.06	13.36	13.33
Matric but below intermediate						
Both genders	12.94	15.82	17.40	14.63	13.34	13.62
Men	16.21	18.93	19.90	16.32	17.26	18.97
Women	7.84	11.03	13.11	12.04	6.71	4.44
Urban	13.33	19.34	20.56	18.09	16.06	17.98
Rural	12.65	13.32	15.24	12.20	11.61	10.70
Intermediate but below degree						
Both genders	5.64	7.82	6.05	7.12	8.17	9.54
Men	5.75	7.85	6.53	7.29	7.24	12.87
Women	5.47	7.79	5.24	6.86	9.75	3.83
Urban	7.19	8.80	6.44	9.14	7.28	9.27
Rural	4.51	7.13	5.79	5.71	8.74	9.72

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Degree						
Both genders	8.46	7.97	9.66	10.03	27.93	26.82
Men	6.16	6.07	6.63	7.10	17.74	9.94
Women	12.02	10.89	14.85	14.51	45.19	55.75
Urban	13.15	12.18	14.23	15.94	32.53	27.54
Rural	5.03	4.98	6.53	5.88	24.98	26.35
Sindh						
Less than one year of education						
Both genders	37.52	26.95	27.53	30.11	17.80	13.08
Men	24.66	24.20	20.27	21.04	16.61	15.20
Women	57.98	36.93	47.81	50.14	20.09	8.40
Urban	26.40	24.68	19.04	18.58	14.55	10.15
Rural	53.88	35.97	51.42	52.48	26.15	20.76
Pre-primary education						
Both genders	1.44	1.29	1.64	1.04	0.37	0.55
Men	2.03	1.30	1.82	1.35	0.50	0.74
Women	0.50	1.24	1.15	0.34	0.10	0.12
Urban	1.37	0.89	1.71	0.52	0.46	0.37
Rural	1.55	2.85	1.45	2.04	0.13	1.02
Primary but below middle						
Both genders	9.10	10.07	11.55	11.16	10.82	5.23
Men	11.85	10.78	12.16	12.73	15.60	7.04
Women	4.73	7.49	9.84	7.72	1.67	1.23
Urban	6.08	9.08	12.05	8.37	10.39	6.24
Rural	13.54	14.01	10.14	16.59	11.92	2.60
Middle but below matric						
Both genders	9.17	13.69	10.13	12.81	16.08	4.90
Men	13.04	15.12	12.77	15.92	12.38	6.67
Women	3.01	8.47	2.75	5.95	23.15	1.00
Urban	12.40	15.30	12.62	16.01	20.77	3.50
Rural	4.41	7.27	3.12	6.61	4.05	8.59
Matric but below intermediate						
Both genders	15.86	20.34	19.87	17.49	15.82	18.00
Men	18.33	20.69	21.97	19.05	21.44	24.53
Women	11.94	19.05	14.10	14.05	5.08	3.59
Urban	21.30	21.91	22.27	22.87	18.64	18.77
Rural	7.86	14.06	13.11	7.04	8.59	16.00

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Intermediate but below degree						
Both genders	12.54	14.11	12.58	11.54	16.85	23.77
Men	12.34	13.84	12.78	10.85	15.71	26.61
Women	12.87	15.09	12.02	13.06	19.04	17.51
Urban	13.34	13.62	14.50	14.45	9.89	19.92
Rural	11.37	16.06	7.15	5.90	34.70	33.87
Degree						
Both genders	14.37	13.56	16.70	15.85	22.26	34.46
Men	17.76	14.07	18.24	19.07	17.75	19.21
Women	8.97	11.72	12.41	8.74	30.87	68.15
Urban	19.11	14.51	17.80	19.20	25.30	41.07
Rural	7.38	9.80	13.60	9.35	14.46	17.16
Khyber Pakhtunkhwa						
Less than one year of education						
Both genders	35.90	32.03	26.81	32.18	14.11	23.60
Men	26.63	22.01	23.48	29.06	14.01	23.33
Women	52.54	46.84	32.51	37.39	14.24	24.67
Urban	30.05	25.18	17.40	25.75	8.58	14.94
Rural	37.26	33.98	29.84	34.55	15.75	25.94
Pre-primary education						
Both genders	2.45	1.60	2.49	0.94	0.28	4.12
Men	3.40	2.32	3.68	1.44	0.00	4.62
Women	0.76	0.54	0.46	0.10	0.70	2.19
Urban	1.85	2.51	1.61	0.51	0.56	1.27
Rural	2.59	1.34	2.77	1.10	0.20	4.88
Primary but below middle						
Both genders	8.98	9.86	10.24	9.47	4.96	10.96
Men	11.85	13.66	11.48	12.38	7.73	11.42
Women	3.82	4.22	8.11	4.62	0.85	9.19
Urban	8.55	9.88	6.78	9.89	4.25	4.90
Rural	9.08	9.85	11.35	9.32	5.17	12.59
Middle but below matric						
Both genders	7.59	9.47	7.68	6.70	7.21	10.08
Men	10.87	14.22	11.02	9.58	10.96	10.80
Women	1.71	2.45	1.97	1.88	1.66	7.31
Urban	7.47	8.87	6.75	6.60	6.83	10.92
Rural	7.62	9.64	7.98	6.74	7.33	9.85

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Matric but below intermediate						
Both genders	22.53	22.09	20.12	15.78	20.62	17.05
Men	24.99	24.67	21.11	17.73	24.95	19.97
Women	18.11	18.28	18.44	12.53	14.21	5.89
Urban	19.02	19.66	20.66	11.68	11.38	14.36
Rural	23.34	22.79	19.95	17.30	23.38	17.78
Intermediate but below degree						
Both genders	9.81	11.16	13.97	15.15	19.87	13.52
Men	10.13	10.69	13.42	13.48	15.97	13.64
Women	9.23	11.87	14.91	17.93	25.64	13.07
Urban	9.35	11.20	15.85	12.48	15.75	17.08
Rural	9.92	11.15	13.37	16.13	21.09	12.57
Degree						
Both genders	12.74	13.79	18.69	19.78	32.95	20.67
Men	12.13	12.43	15.81	16.32	26.38	16.23
Women	13.83	15.80	23.60	25.55	42.70	37.69
Urban	23.71	22.71	30.95	33.09	52.65	36.53
Rural	10.19	11.24	14.74	14.85	27.09	16.39
Balochistan						
Less than one year of education						
Both genders	57.49	27.74	28.50	37.05	22.74	22.62
Men	32.37	16.71	21.67	30.28	18.81	21.86
Women	85.09	63.43	60.54	67.37	24.90	23.84
Urban	53.24	16.67	16.70	41.45	24.99	20.41
Rural	59.21	34.72	35.26	34.41	19.55	23.92
Pre-primary education						
Both genders	1.20	0.88	3.85	4.91	2.31	1.43
Men	0.38	0.34	3.38	6.01	2.13	2.05
Women	2.09	2.62	6.06	0.00	2.41	0.41
Urban	0.70	1.22	1.52	1.17	1.87	0.81
Rural	1.40	0.66	5.19	7.17	2.94	1.79
Primary but below middle						
Both genders	5.94	4.40	12.00	17.41	8.02	4.07
Men	5.69	5.24	14.38	17.83	12.08	5.42
Women	6.21	1.69	0.84	15.52	5.79	1.89
Urban	5.41	5.03	7.54	4.52	10.79	5.51
Rural	6.16	4.00	14.56	25.18	4.12	3.22

Decent work indicator	2009–10	2010–11	2012–13	2013–14	2014–15	2017–18
Middle but below matric						
Both genders	3.77	5.89	11.29	9.17	5.05	14.13
Men	7.21	5.93	12.66	10.65	2.18	17.38
Women	0.00	5.75	4.88	2.55	6.63	8.84
Urban	4.42	9.61	10.58	5.21	6.95	5.99
Rural	3.51	3.54	11.70	11.56	2.36	18.95
Matric but below intermediate						
Both genders	9.37	22.34	17.84	11.71	24.19	23.40
Men	15.98	26.19	20.27	13.85	16.71	19.74
Women	2.10	9.87	6.44	2.11	28.32	29.37
Urban	12.78	25.13	18.39	14.05	10.90	21.81
Rural	7.98	20.58	17.52	10.30	42.98	24.35
Intermediate but below degree						
Both genders	16.22	26.92	11.30	5.96	23.05	17.81
Men	29.14	32.60	12.47	6.61	17.11	15.93
Women	2.03	8.57	5.79	3.05	26.32	20.87
Urban	6.91	22.94	16.67	11.67	25.96	17.94
Rural	20.01	29.44	8.22	2.52	18.94	17.73
Degree						
Both genders	6.01	11.83	15.22	13.78	14.64	16.54
Men	9.23	12.99	15.17	14.76	30.98	17.62
Women	2.48	8.07	15.45	9.39	5.63	14.79
Urban	16.54	19.39	28.59	21.94	18.56	27.51
Rural	1.73	7.07	7.55	8.87	9.10	10.04
Islamabad Capital Territory						
Less than one year of education						
Both genders						16.38
Men						8.30
Women						33.33
Urban						17.52
Rural						15.40
Pre-primary education						
Both genders						2.82
Men						2.13
Women						4.28
Urban						0.00
Rural						6.12

Decent work indicator	2009-10	2010-11	2012-13	2013-14	2014-15	2017-18
Primary but below middle						
Both genders						14.46
Men						21.34
Women						0.00
Urban						19.46
Rural						8.62
Middle but below matric						
Both genders						18.01
Men						24.90
Women						3.53
Urban						19.19
Rural						16.63
Matric but below intermediate						
Both genders						11.31
Men						13.82
Women						6.03
Urban						0.00
Rural						24.51
Intermediate but below degree						
Both genders						10.51
Men						11.34
Women						8.79
Urban						6.17
Rural						15.59
Degree						
Both genders						26.51
Men						18.16
Women						44.04
Urban						37.66
Rural						13.50

Source: Pakistan Bureau of Statistics, *Labour Force Surveys 2009-10, 2010-11, 2012-13, 2013-14, 2014-15, 2017-18, 2010-2018*.



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